DOCUMENT RESUME

ED 076 887 AC 014 400

TITLE	Recommendations for Developing the Retired Senior Volunteer Program.
INSTITUTION	Kramer (Leo), Inc., Washington, D.C.; Older Americans Volunteer Programs, Washington, D.C.
SPONS AGENCY	Administration on Aging (DHEW), Washington, D.C.
PUB DATE	Jun 71
NOTE	402p.
AVAILABLE FROM	Superintendent of Documents, U. S. Government Printing Office, Wash., D. C. 20402 (No. 5600-0001, $3.00)
EDRS PRICE	MF-$0.65 HC-$16.45
DESCRIPTORS	*Community Organizations; *Community Services; Financial Support; *Older Adults; *Program Development; Program Evaluation; Public Relations; Recruitment; Retirement; Senior Citizens; Standards; Supervision; *Volunteers
IDENTIFIERS	*Retired Senior Volunteer Program; RSVP

ABSTRACT

The Retired Senior Volunteer Program was established to help older Americans avail themselves of opportunities for voluntary service in their communities. Aspects of the program covered in this report include: administration, financing, program development, organization, Standards, recruitment, training and supervision of volunteers, resource development, public relations, and program evaluation. (CK)

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Recommendations for Developing

RSVP

RETIRED
SENIOR
VOLUNTEER
PROGRAM

AC 014 400

OLDER AMERICANS VOLUNTEER PROGRAMS—A Part of ACTION
806 CONNECTICUT AVENUE N.W., WASHINGTON, D.C. 20525

ED 076887

Recommendations for Developing

the

RETIRED SENIOR VOLUNTEER PROGRAM

ACTION
Older Americans Volunteer Programs

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This study was prepared for
the Administration on Aging,
Department of Health, Education, and Welfare, by Leo
Kramer, Inc., in June, 1971.

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	Athens Community Council on Aging 150 East Hancock Avenue Athens, Georgia 30601	D.9
	Green Hills Human Resources Corporation Green Hills Senior Citizens' Council, Inc. P. O. Box 151 Trenton, Missouri 64683	D.17
	TEAM, Inc. 4520 Cordova Road Louisville, Kentucky 40207	D.25
	The Age Center of Worcester, Inc. 5 Main Street Worcester, Massachusetts 01608	D.30

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Project SERVE
Community Service Society
105 East 22nd Street
New York, New York 10010 D.40

SERVE-in-New-York-State
Community Service Society
105 East 22nd Street
New York, New York 10010 D.48

Volunteer Placement, Service, and Information Project for Older Americans
Lane County Volunteer Services Council, Inc.
280 East 11th Avenue D.62
Eugene, Oregon 97401

Community Volunteer Project
United Auto Workers Retired Workers Centers, Inc.
8731 East Jefferson Avenue
Detroit, Michigan 48214 D.69

Five-County Crosslines
Courthouse
Leon, Iowa D.79

E Reports on Volunteer Programs of National Organizations

American Association of Retired Persons
1225 Connecticut Avenue, N.W.
Washington, D.C. E.1

The American National Red Cross
National Headquarters
17th and D Streets, N.W.
Washington, D.C. E.8

National Council of Jewish Women
1 West 47th Street
New York, New York 10036 E.16

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INTRODUCTION

The Retired Senior Volunteer Program was established to help older Americans avail themselves of opportunities for voluntary service in their communities. Approved by Congress in 1969,* the program had been long sought and strongly supported by a variety of older persons' and voluntary organizations throughout the country.

The legislation authorized the federal government to pay part or all of the costs of development and operation of the program and permitted volunteers to be reimbursed for out-of-pocket expenses such as transportation and meals arising from their service. Implementation of the program was delayed for lack of funding.

Although there have been other federal programs in which older persons have served as volunteers, RSVP is the first to be concerned exclusively with older persons. Further, and very importantly, it is the first federally sponsored program which has the potential to provide volunteer opportunities for all older persons who wish to serve, no matter what their skills or background.

---

* See Appendix H for legislation authorizing RSVP program.

There are those who might question the need for a special program to provide volunteer opportunities for older persons, saying that if a person has skills and talents, volunteer opportunities are abundantly available and the community will accept him no matter what his age. But the definition of "skill" used by those who make this argument is very narrow; almost always they mean professional skills, a specialized expertise, or past experience in community affairs. And this definition effectively excludes millions of people. It is for this segment of the older population that RSVP holds its bright promise and for which it was primarily established.

The need for a program such as the Retired Senior Volunteer Program - the need "to assist older persons to avail themselves of volunteer opportunities in their communities" is related to a variety of factors. The need for RSVP arises in large measure from social and economic changes which have deprived older men and women of the roles they traditionally played in their work and in family and community life. Without such roles, older persons are often perceived by their family, their community, and (much too often) by themselves as noncontributing and of little worth. Rejected by those around them, and having lost confidence in their own abilities, many older persons are often fearful of seeking new roles for themselves and must be given encouragement, assistance and support in doing so.

There is another reason why a special senior volunteer program is needed:

many older persons who in the past have wished to volunteer have been unable to do so. The primary reason for this circumstance is related to the older person's lack of income which makes it impossible for him to offer his services because he simply cannot afford the expenses which are so often connected with volunteering, such as the cost of transportation and meals. However, even if the older person could afford the expense, public transportation in many parts of the country is often so poor that it is literally impossible to travel in the community -- thus making it difficult to volunteer one's service. In other cases older persons who have wished to volunteer have been unable to do so because they have been rejected by the organizations they hoped to serve. Too often these organizations (reflecting the attitudes of the society in which they exist) have viewed older persons as having nothing to give.

The Retired Senior Volunteer Program was designed to help change these and other circumstances which prevented older persons from volunteering in the past. Well implemented, it can offer many thousands of older Americans the opportunity to use their skills, demonstrate their value, renew feelings of self-worth, and regain contact with their fellows (young and old alike). The potential of a senior volunteer program in this regard is movingly documented by statements we received from older volunteers involved in Project SERVE in Staten Island; excerpts from some of these statements appear in Appendix D.

It is abundantly clear from the enabling legislation and from Congressional hearings preceding its enactment that the purpose of the Retired Senior Volunteer Program is to fill the needs of older persons themselves - and not, in the first place, the needs of their communities. This means, we believe, that RSVP must afford the opportunity to serve to any older person (with but rare exception) who wishes to do so.

This emphasis does not mean that community needs will not also be met. If experience in existing senior volunteer programs is any guide, the communities in which Retired Senior Volunteer Programs are established will benefit very directly from the program. The facts are that no volunteer program can survive if it does not meet real community needs and that volunteering is of no value to a person unless he feels he is doing something that truly matters. The potential benefits of RSVP to communities are vividly described in a letter we received from the director of a volunteer bureau:

> I feel there is an untapped source of volunteer manpower in this group of older Americans. The community would be paid back more than a hundredfold as senior citizens have tremendous experience, training, and outstanding skills to offer. It has been proven that the older employee is more dependable and has less absenteeism than the younger employee. The same rule would also apply to the older volunteer who has a real need to be wanted and to be busy and still is quite capable of contributing to the community.

The Retired Senior Volunteer Program will serve the additional important functions of educating the country at large about the _real_ needs, capabilities, and characteristics of older persons. It can serve the important function of correcting many of the stereotypes held about them -- one of the most widely held of these being that all older persons are alike. Miss Ollie A. Randall eloquently disputes this image:

> The major characteristic of older people is that of being extraordinarily individualistic. He is totally different from every one of his fellows -- even from members of his own family who may have been exposed to the very same influences and events. Each person is in himself the "sum of all his days," of what he has done with them and what they have done to him.

If the Retired Senior Volunteer Program is implemented with thought and care, the sum of all the days of many thousands of the country's older people can enlighten and enrich us all.

In June 1970, the Administration on Aging of the Department of Health, Education and Welfare (through its Social and Rehabilitation Service) contracted with Leo Kramer, Inc., for assistance in developing regulations and guidelines for the Retired Senior Volunteer Program. This contract required that LKI

(a) "develop program designs and guidelines for program operation of three separate program structures (for the Retired Senior Volunteer Program): core city, suburban, and rural,"

(b) "examine existing data on senior volunteer programs, involving concepts, research findings, and readily available functioning programs,"

(c) "consult, as appropriate, with State Units on Aging, representatives of voluntary agencies and organizations, leaders of organizations for senior citizens, Federal agencies, and leaders of other groups or agencies actively involved or concerned with volunteer services for aging and administration of volunteer service agencies," and

(d) "identify, review, and summarize at least five operating senior volunteer programs in each of three environments* -- inner city, suburban, and rural as well as at least five national volunteer agencies' program."

The emphasis was to be on development of a sound approach to establishing local Retired Senior Volunteer Programs. Included among the areas to be studied were operating policies and procedures; staffing requirements under varying circumstances; recruitment, training, assignment, supervision, counseling, and reimbursement of volunteers; community relations and public relations activities; coordination with community agencies and organizations; methods of evaluation; safeguards for volunteers and agencies; and estimates of manpower and resources required.

In fulfillment of this contract, we have:

(a) consulted in person and/or by telephone with the persons, agencies, and organizations listed in Appendix A and B

(b) visited the 10 local senior volunteer programs listed in Appendix A (and described in Appendix D)

(c) reviewed the volunteer programs of the five national organizations specified in Appendix A (and described in Appendix E)

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* This contract requirement was later reduced to a total of 10 senior volunteer programs.

(d) written letters of inquiry to and/or spoken with the directors of all State offices on aging (The State offices which responded to our letter of inquiry are listed in Appendix C; the directors whom we consulted in person or by telephone are listed in Appendix A or B as appropriate.)

(e) written letters of inquiry to and/or spoken with all Associate Regional Commissioners for Aging of the Social and Rehabilitation Service, Department of Health, Education, and Welfare (The Regional offices which responded to our letter of inquiry are listed in Appendix C; the associate regional commissioners whom we consulted in person or by telephone are listed in Appendix A or B as appropriate.)

(f) written letters of inquiry to all volunteer bureaus included on a list from United Way of America, formerly United Community Funds and Councils (Those bureaus responding by mail to our letter of inquiry are listed in Appendix C.)

(g) reviewed a large number of books, studies, and reports relating to voluntarism and aging.

The recommendations for regulations and guidelines which we make in this report are based on our findings in the course of these efforts.*

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* Shortly after the completion of our study the announcement was made that RSVP would become one of the programs to be included in the new Federal Voluntary Agency Action. We would like to emphasize that the recommendations we are making in this report are not changed by this development. The basic administrative structure we have recommended is likewise still valid. A change in the Federal administrative agency for the program does not affect our basic recommendations concerning the functions of national, regional, state, and local levels, the relationships which should exist between them, and the manner in which the program should be developed.

ADMINISTRATION AND STAFFING

> The administrative structure of the Retired Senior Volunteer Program shall be implemented in two phases, defined by such factors as the level of funding available, the readiness of Regional and State organizations to assume greater responsibilities and the number of local programs within a region. In Phase I the Administration on Aging in Washington shall develop, fund, and administer the program and make grants directly to local sponsoring organizations. In Phase II, the Regional Offices of the Social and Rehabilitation Service and state level organizations shall receive greatly increased authority and responsibility for the development, funding, and administration of the program. On the local level, the Retired Senior Volunteer Program shall, in both phases, be organized and operated only by existing local organizations (public or private nonprofit.)

The administration of the Retired Senior Volunteer Program encompasses functions that must be performed at national, regional, state and local levels if the program is to develop and operate smoothly. Within this framework, several administrative structures are possible. We have studied the feasibility of the following:

(1) Total development and authority for funding and administration by the Administration on Aging Headquarters, with informational and assistance roles by the Regional Offices of the Social and Rehabilitation Service (SRS) * and State offices on aging.

(2) Development and authorities for funding and administration of RSVP by the Regional Offices of SRS.

(3) Direct allocations to State offices on aging by the Administration on Aging.

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* See HEW organizational chart (p. 6) for relationship between the Social and Rehabilitation Service and the Administration on Aging.

(4) Development and administration of RSVP by a nationally-based private nonprofit organization, under contract to the Administration on Aging Headquarters.

(5) Development and administration of RSVP by regionally-based private nonprofit organizations, under contract to Regional Offices of SRS.

In evaluating these alternative administrative structures for RSVP, we have been guided by several major considerations including:

(1) The intent of the enabling legislation*

(2) The level of funding available

(3) The number of projects which can be effectively developed within that level

(4) The soundest mechanism for effective program development and operation

In addition to the above basic factors, another development has affected our recommendations on the administrative structure for RSVP. Some time after we began our study, a small appropriation was approved for implementation of the Retired Senior Volunteer Program in the current fiscal year. This development, unforeseen when we began, seemed to require that recommendations be made about an administrative structure encompassing two separate phases, one for the immediate future (when funds are limited) as well as one for the long term (as monies increase).

In addition to funding considerations, we believe that a two-phased administrative structure is necessitated for other reasons as well. Since RSVP is a new program, we believe sufficient time must be allotted to allow regional and state offices to acquire the necessary learning experience to be able to assume substantial administrative responsibilities; that there must be sufficient time to develop national policy and guidelines based on experience with initial programs, and that there must be time for program continuity and national identity to be established for RSVP.

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* See Appendix H

Based on the above factors and upon our conversations with a variety of sources, we are recommending that during the initial phase of development of RSVP (Phase I) the Administration on Aging Headquarters should have primary administrative and funding authority for the program, but that Regional Offices of SRS and State offices on aging should play significant assistance roles and should be closely associated with AOA headquarters during the entire process.

Thus, our recommendations are that:

(a) for the immediate future (Phase I), the Administration on Aging Headquarters develop, fund, and administer RSVP, with careful and consistent reliance on Regional Offices, State Offices on Aging, and private voluntary organizations for information and assistance, and;

(b) when monies are appropriated in sufficient amounts to develop a program truly national in scope, and when Regional Offices are ready to assume greater responsibility the program be decentralized, with Regional Offices of AOA as well as State offices on aging receiving greatly increased authority for the development, funding, and administration of the program (Phase II).

Both for the immediate future and the long run, we recommend that on the local level, the Retired Senior Volunteer Program be organized and operated only by existing local organizations with established roots in the community. (In subsequent pages of this report, we refer to these organizations as the local sponsoring organizations for RSVP.) The legislation itself is open on whether grants can be made to local organizations and/or to State offices on aging for the direct operation of local efforts. Our conclusion in this regard was reached on the basis of the strong community thrust of the legislation, the results of our study that indicate that RSVP can be best operated by such an organization, as well as an almost total consensus by a variety of organizations and individuals that local RSVP efforts should be organized and operated by organizations with roots in those communities.

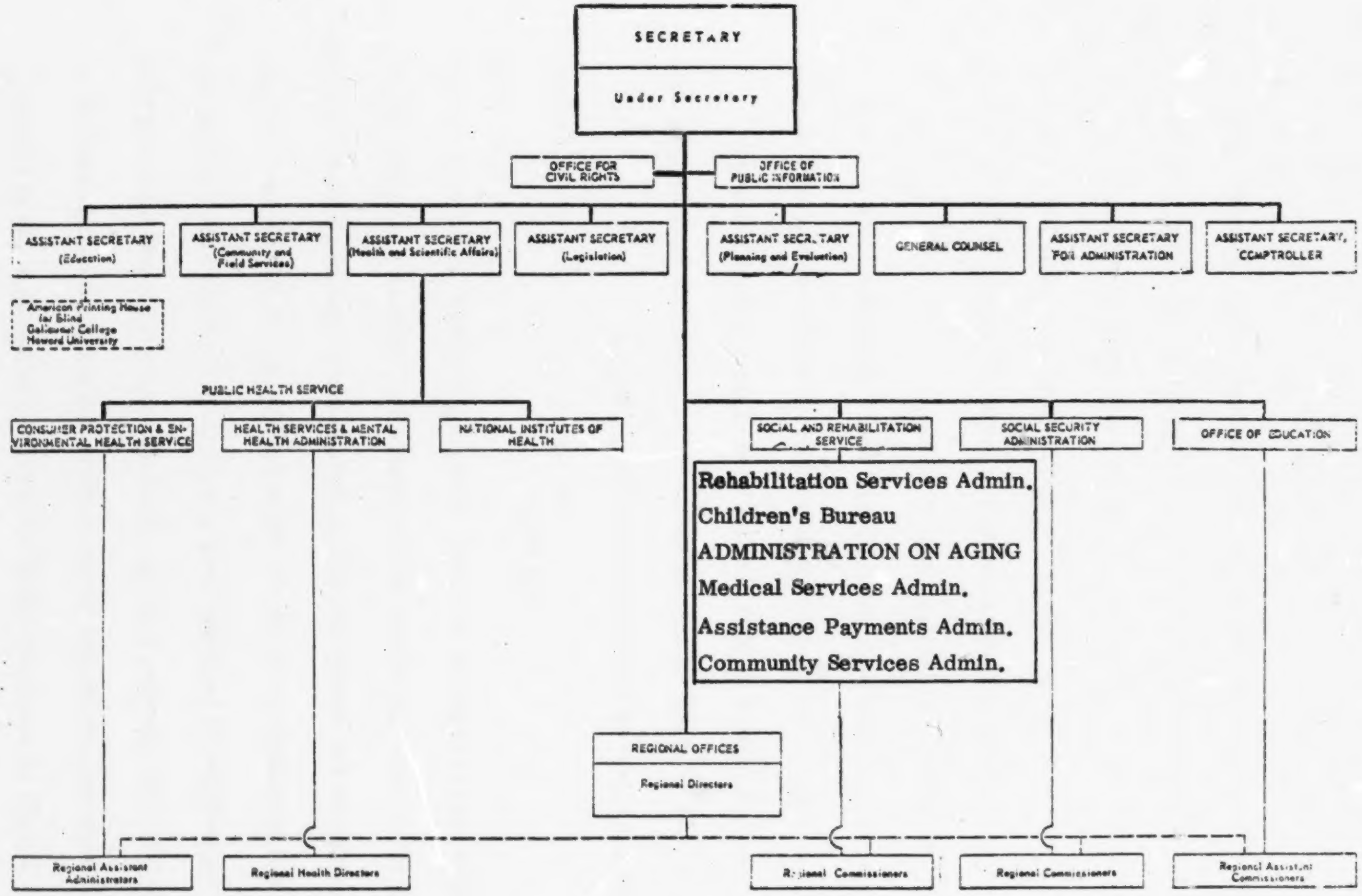
It is our conclusion that any long-term administrative structure for the Retired Senior Volunteer Program must provide a strong role for the States and Federal Regional Offices. If a State office on aging has both the desire and capacity, it should be deeply involved in the development of local Retired Senior Volunteer Programs within that state. This conclusion is supported by the fact that the Older Americans Act has emphasized the importance of State offices on aging in the delivery of services to the older population of the country.

We have designed the structures recommended both for the short and long-term so that the first can flow into the second with very little shifting of gears and that all these levels of administration which will be more deeply involved in the second than in the first have the greatest possible opportunity to contribute to the first phase and to prepare for their roles in the second. We point out that our view of the purposes of the Retired Senior Volunteer Program and the criteria we recommend for local programs are the same for both phases. The major differences in Phase I and Phase II relate to the movement of authority for funding and program responsibilities from the Administration on Aging Headquarters to the Regional Offices of SRS and the increased responsibility of State offices on aging.

The timing for decentralization should be a flexible one. We feel that decentralization should occur as soon as possible, but the exact timing should be based on a combination of factors: the level of funding available, the readiness of both Regional Offices and State Organizations to assume responsibility, and the number of local programs within a region.

PHASE I

In the early development of RSVP, with limited funds, great care should be taken to make sure that monies are dispensed for maximum program impact and for learning by the Administration on Aging Headquarters and other organizations that will eventually be involved with the program. If it is financially possible, we suggest that at least one local program be developed in each Region of SRS and that the AOA provide ways for State offices on aging and other organizations both within and outside the states in which the program is developed to receive the benefit of knowledge about the total development of the program. The Regional Offices of SRS need to have this initial experience so that an expanded program will occur within the framework of experience rather than a vacuum.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OFFICE OF PUBLIC INFORMATION
ASSISTANT SECRETARY (Education)
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ASSISTANT SECRETARY, COMPTROLLER
American Printing House for Blind
Gallaudet College
Howard University
PUBLIC HEALTH SERVICE
CONSUMER PROTECTION & ENVIRONMENTAL HEALTH SERVICE
HEALTH SERVICES & MENTAL HEALTH ADMINISTRATION
NATIONAL INSTITUTES OF HEALTH
SOCIAL AND REHABILITATION SERVICE
SOCIAL SECURITY ADMINISTRATION
OFFICE OF EDUCATION
Rehabilitation Services Admin.
Children's Bureau
ADMINISTRATION ON AGING
Medical Services Admin.
Assistance Payments Admin.
Community Services Admin.
REGIONAL OFFICES
Regional Directors
Regional Assistant Administrators
Regional Health Directors
Regional Commissioners
Regional Commissioners
Regional Assistant Commissioners

Figure 1. The Department of Health, Education and Welfare

We suggest also that in selecting the first local Retired Senior Volunteer Programs the Administration on Aging take care to insure variety among them in terms of type of locale, nature of the sponsoring organization, and program design. For example, programs might be located in

(a) large urban areas

(b) small or medium-sized cities

(c) isolated rural areas

(d) rural areas with nearby towns or cities

(e) areas encompassing several counties

Sponsoring organizations might include

(a) organizations concerned exclusively with older persons

(b) organizations with a history of experience in voluntarism

(c) community organizations with broad concerns

(d) young organizations without accumulated experience but with strong interests in voluntarism and aging

Program designs might include

(a) the group approach

(b) more individualistic approaches

(c) combinations of the above approaches

(d) variations in methods for recruiting, training, assigning, and transporting volunteers

During Phase I, the administration of RSVP will be the responsibility of AOA Headquarters and great care should be taken to insure the roles of

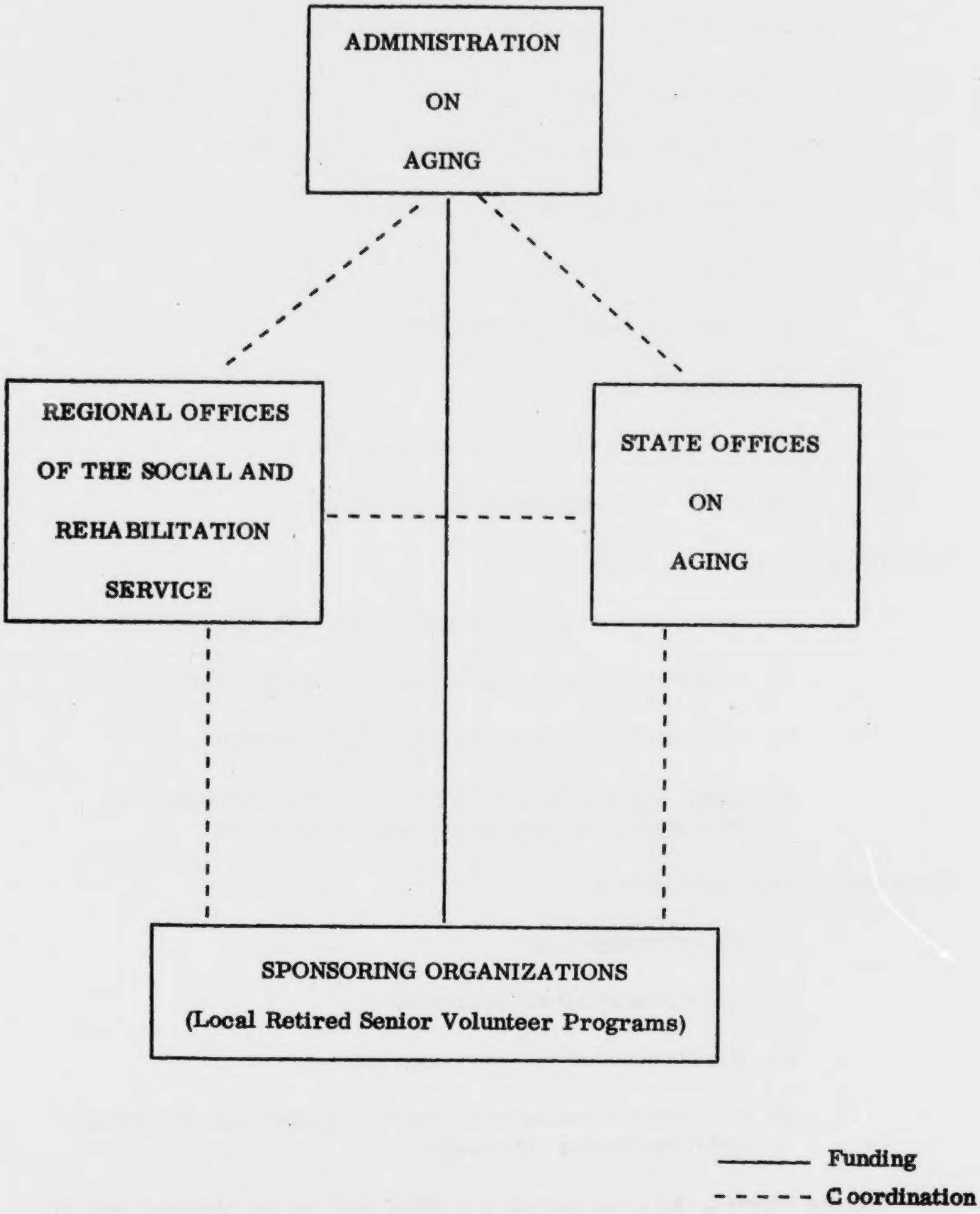
ADMINISTRATION ON AGING
REGIONAL OFFICES OF THE SOCIAL AND REHABILITATION SERVICE
STATE OFFICES ON AGING
SPONSORING ORGANIZATIONS (Local Retired Senior Volunteer Programs)
Funding
Coordination

Figure 2. Phase I

Regional offices of SRS and State offices on aging during this developmental period. Since the small size of the program at this initial stage will not allow the development of local programs nationwide, it would not be financially feasible to effect a decentralized structure. If funds were spent for this purpose, then very little money would remain for the reimbursement of volunteers and other local program expenses.

The various administrative functions at the national, regional, state, and local levels are described below:

National Level (Phase I)

(1) Preparation and approval of guidelines and regulations for RSVP, with appropriate promulgation to Regional Offices of SRS and State offices on aging;

(2) Requests to Regional Offices of SRS and State offices on aging for suggestions from their areas on local organizations they regard as having both interest in and potential for developing and operating local programs;

(3) Direct assistance on-site and liaison functions with Regional Offices of SRS, State offices on aging, private organizations and local organizations in the development of the local RSVP's:

(4) Development of internal systems to insure a flow of information and assistance, both ways, among the AOA in Washington, the Regional Offices of SRS and the State offices on aging.

(5) Responsibility for assuring local program requirements, matching requirements, and direct funding of local organizations. (See section on Financing for grant information and procedures.)

(6) The development and distribution of uniform materials and forms necessary for the above functions, including

  (a) a form for initial suggestions for programs by the Regional Offices of SRS and the State offices on aging;

  (b) explanatory and assistance material for use by Associate Regional Commissioners, State Directors, and local program personnel;

  (c) a form for use by the State offices on aging for comments on review and recommendations of programs developed in their states;

  (d) a similar form for review and recommendations by the Regional Offices of SRS. This role is not required, but we feel strongly that it should occur and that a format be developed for it;

  (e) application form to be filled in at the local community level by the organization that is the potential recipient of funds (see Financing section for content of application);

  (f) forms for cataloging information at the various levels, providing for periodic evaluations and reports;

  (g) a form to be used as a voucher by Retired Senior Volunteers;

  (h) a registration form for use by potential volunteers.

(7) The provision of initial and on-going program resources (not provided in the local grant), such as special resources in training of volunteers and supervisors and other forms of technical assistance.

(8) The provision of a public relations program, including uniform descriptive, informational brochures and other items for use at various levels -- local, state, regional, and national.

(9) The servicing and assisting of funded programs in every respect.

(10) The provision of learning opportunities among organizations and individuals participating in the program, as well as others in the country that are not developing the first RSVP's but will eventually become involved. Such assistance could take the form of informational literature, workshop sessions and conferences.

(11) Responsibility to oversee all expenditures of funds and necessary financial reporting.

(12) Evaluation.

(13) Responsibility for recognition program for volunteers and participating placement organizations (pins, patches, uniforms, certificates, ceremonies, etc.)

(14) Regular information reports to United States Congressmen and Senators on the development of the program.

(15) Coordination with other Federal offices and national voluntary organizations.

(16) Provision of uniform nationwide health and accident benefits for volunteers.

(17) Provision of legal assistance to volunteers for legal problems that arise in the line of duty.

In summary, this national structure will provide for the direct funding of local programs by the AOA Headquarters, with assistance and review by the Regional Offices of SRS and State offices on aging. The AOA Headquarters, as required by the legislation, will provide the opportunity for State offices on aging to review and make recommendations on proposed local programs for their states. This review process by the State offices on aging can be accomplished well within the 60-day period specified in the legislation.

We recognize that this proposed national structure is in opposition to many of the recent developments in decentralization, but submit that it appears at this time to be the only real alternative that will allow rather immediate start-up of the program with monies conserved for local development and reimbursement of volunteers.

Staffing for the National Level (Phase I)

We anticipate that during the early developmental period of Phase I the staffing needs will not be great, and that most functions can be performed by a small staff in the Headquarters Office of AOA. As funds increase, however, permitting a greater number of programs to be developed, additional staff will, of course, be required. No additions in staff are recommended for this phase in the Regional offices of SRS or the State offices on aging.

There are some points of emphasis on staffing at the Federal level:

(1) Staff for RSVP should be knowledgeable and experienced in working at the state, federal, and local levels -- and should have experience in community and resource development. The staff should be a small, tightly-knit group, reflecting varied emphases in experience and background. Since a great part of the developmental work will necessitate concentration at the local level, the common denominator of this staff should be knowledge of communities, local organizations, relationships within communities, and prior experience in similar development and funding. They should be totally able to accomplish all of the aspects of program planning as described in a later section. The obvious prerequisites are knowledge of volunteers, voluntary programs, and the field of aging. If the AOA Headquarters cannot readily meet these

requirements with current staff, it should seek additional assistance. In the early stages of Phase I, since it is anticipated that the programs will be few and scattered throughout the country, the AoA Headquarters will not have the luxury of a separation of functions among staff; therefore, each staff member must be able to carry the full load of responsibilities from federal to local and from development through program funding and servicing. The national staff should be under a National Director for RSVP within the Headquarters.

(2) RSVP should draw upon other AoA staff and staff within the Social and Rehabilitation Service for the following functions:

  a. Development of descriptive materials, brochures, and the like for use by various aspects of the program.

  b. Provision of initial local program resources: advice and assistance in providing training resources is one example.

  c. Publication of information on the progress of the program for the benefit of the country as a whole and the U.S. Congress and Senate.

  d. Processing of grants, record keeping and timely review of expenditures of funds.

It should be pointed out that we are proposing an additional executive position to complement the national director in Phase II. This additional position will be for the purpose of educating the country about RSVP and performing other public recognition duties.

Regional Level (Phase I)

The function of the Regional Offices of SRS will include the following:

(1) Providing information to the AoA Headquarters on particular local organizations that would appear to have both potential and interest in operating RSVP locally.

(2) Coordination with AoA Headquarters staff, State offices on aging, and local program personnel, in providing both public and private resources of the region.

(3) Review and recommendations to AoA Headquarters on local applications for RSVP, after the State office on aging review process, or concurrently. (See Financing section for details on application funding procedures).

In view of decentralization which should occur as soon as feasible, the Regional Offices of SRS should assume a strong coordination role in the program. This role will enhance the quality of development and will ease the decentralization process. The Regional Offices of SRS should be involved to the extent that, when decentralization does occur, it is a natural process. For this reason, the Regional Offices of SRS should develop the kinds of relationships with State offices on aging and locally funded programs that they would expect to continue when they assume greater administrative responsibility.

Staffing for the Regional Level (Phase I)

No additional staffing is recommended for the Regional Offices of SRS during this phase.

State Level (Phase I)

There will be a variety of functions necessary at the state level for the development of RSVP, mostly concentrated in the State offices on aging:

(1) The State office on aging will be asked to make suggestions to AoA on potential program sites and furnish initial information.

(2) The application forms developed by AoA Headquarters will be distributed to State offices on aging for redistribution, in turn, to local organizations that request them. (See Financing section for details on applications and funding procedures). We strongly advise that during this limited developmental phase AoA make every effort to have states involved in this selection of the first local programs. It will be wasted effort if a large number of local organizations apply for RSVP funds, only to learn how remote their chances for funding were in the first place. The State offices on aging are in the best position to prevent such frustrated efforts.

(3) The State offices on aging should have a strong assistance role with AoA Headquarters, the Regional Offices of SRS, and local funded program(s) within their states in the development and servicing of local programs.

(4) The State offices on aging will review and make recommendations to the AoA Headquarters. This is a formal procedure, required of AoA by the legislation, and should be treated as such. We suggest the deadline for response be a maximum of 60 days. It should be pointed out to State offices on aging, however, that in the early period they will have a strong and active relationship in local program development, and should know the program well before the formal application papers reach them. Their expeditious review and recommendation of applications will greatly assist the initial development of the total program.

(5) Assistance to local programs in both development and on-going servicing is of prime importance since it is a role that the State will be expected to play almost totally alone after decentralization (Phase II). The role should be that of utilizing the resources of other State offices in the State government, as well as private organizations within the state for various needs of the local programs.

Staffing for the State Level (Phase I)

No additional staffing is recommended for Phase I. In most cases, State directors should be able to carry out these functions without additional staff. However, if a State government should wish to add monies to State offices on aging for RSVP, such an addition could only enhance the quality of the total effort.

Local Level (Phase I)

We are recommending that one local organization take on the total responsibility of administrating RSVP in the local community or defined program area. The area covered may be quite small or it could encompass multiple counties (refer to Initial Local Program Development). But in every case, there would be only one organization funded for RSVP within that area. There has been almost total consensus that only one organization should be funded, and most persons cite both lack of program quality and creativeness, as well as less return on monies spent, if multiple organizations receive grants in the same area.

The functions of this single sponsoring organization are recommended as follows:

(1) Program planning prior to submission of formal application for RSVP funds to AoA through their State office on aging (See Initial Program Development and Financing sections).

(2) Development, administration, and operation of the local RSVP in all its aspects, including coordination with community organizations in the recruitment, selection, training, and placement of volunteers on assignments.

(3) Provision of administrative and supervisory staff to accomplish the above.

(4) Provision of central office space and equipment.

(5) Development of internal systems to effect the intake of both potential volunteers and assignments for volunteers.

(6) Provision of vouchers for reimbursement to Retired Senior Volunteers (provided by AoA), review of vouchers submitted, and formal approval of such vouchers.

(7) Supervision of all expenditures of funds under the grant for the local program provided by both the Administration on Aging and other local (matching) resources.

(8) Obtaining of additional community resources for the program, especially financial.

(9) Conducting of internal evaluation processes and submission of timely reports to AoA as required.

(10) Responsibility for creating and maintaining a local RSVP Advisory Committee.

(11) Provision of a local public relations program on RSVP.

(12) Assistance to other community organizations in the fields of voluntarism and aging.

Staffing at the Local Level (Phase I)

The staff needs of the local RSVP will depend upon the kind and size of the program -- numbers of volunteers and assignments as well as their distribution and grouping. But regardless of size, each RSVP will need one person in charge of the total program in a top management position and staff for bookkeeping and record-keeping purposes. The fiscal position is of the utmost importance because of the reimbursement system that is recommended. (See Reimbursement section). In some instances, depending upon the size and scope of the program, additional personnel may be required.

Since RSVP will be developed within existing organizations, some staff will already be present. The questions in this case, however, are whether persons on the staff can give full time to RSVP, and, in addition, whether a person is on the staff who would be "right" for the program as the director. In almost all cases, a full-time director of RSVP will be necessary because of the great amount of time required in the early developmental stages of the program, and the subsequent need for intense follow-up. There is a great deal of negative experience in both volunteer and paid programs of a staff person simply adding another program responsibility, with the result being that the additional program is usually not a priority.

A second consideration on staffing is whether certain staff positions -- including that of the director -- can be filled by volunteers. We have uncovered some diversity of opinion on this question, and while some programs operate extremely well with volunteer directors, it is extremely unwise for the AoA to depend upon this occurrence. Our conclusion is that because of the time and effort involved, it is unrealistic to expect this position to be filled by a volunteer director. However, if a volunteer director is available and fully capable, there is no basic reason why the position cannot be voluntary. If a program is established with a volunteer director, great care must be taken to insure that this person is an integral part of the organization, and is respected just as an employee of the organization would be. The paid or unpaid question is less of a problem with staff other than the director. There are many supervisory and other functions necessary to the smooth operation of RSVP that can be performed by volunteers from the general community (i.e., civic groups, volunteer bureaus, church groups, Red Cross, and others). Community volunteers can provide great assistance to staff in such activities as the recruitment of volunteers, the arranging of car pools, and the providing of actual on-the-job supervision. Retired Senior Volunteers, themselves, can also assist in many of these functions and can assume other leadership positions, depending on the work at hand.

We would like to emphasize that the position of director of the local RSVP program is one of the key elements in determining the success of its operation. Therefore, great care should be taken in the selection of this crucial person (recommended qualifications for this position are listed on the following page). The essential duties of the director of the local RSVP program are the following:

(1) Organizing and planning the local RSVP.

(2) Working with the sponsoring organization's Board of Directors, top executive(s), RSVP Advisory Committee, and other staff in the development and operational phases of RSVP.

(3) Coordinating RSVP with various community organizations and agencies.

(4) Administering the entire program, including operation of a central office, employment and supervision of staff, and supervision of all budget expenditures, including the specific approval of vouchers for reimbursement submitted by Retired Senior Volunteers.

(5) Developing, managing, and providing follow-up in recruitment, selection, orientation, and placement of volunteers.

(6) Evaluating the local program and submitting reports as required by AoA.

(7) Providing continuous contact and assistance as needed with placement organizations.

(8) Providing a program in public relations and publicity.

(9) Providing for regular and formal recognition of Retired Senior Volunteers and local organizations participating in RSVP.

(10) Counseling and providing resources to volunteers with personal or other special problems.

(11) Serving as a resource person on voluntarism and aging to the general community.

(12) Developing internal systems for smooth operation, including useful file systems for

  (a) Volunteer registration forms

  (b) Request forms for potential placement organizations.

(13) Approving assignments for Retired Senior Volunteers.

(14) Developing materials needed for recruitment, orientation, training, and general publicity.

The director of a local RSVP, in addition to possessing the administrative ability and experience necessary for carrying out the duties outlined above, should have certain qualifications which can be described only as personality traits. Among these we would include:

(1) A liking for people - all ages and all kinds.

(2) Sensitivity to the needs of older persons and to their abilities.

(3) Honest and contagious enthusiasm for RSVP.

(4) Ability to work on all levels of community activity, both with individuals and groups.

(5) Ability to challenge and inspire others.

In addition, the local project director should be a "discerner". As the director of a large volunteer program phrases it, only a "discerner" will be able to work out problems of both volunteers and organizations in those "grey areas" in which there are no pat answers.

PHASE II

As stated previously, the process of decentralization, we believe, should be a flexible one based upon size of the program nationally and the interest and readiness of regional and state offices in administering the program. It is our estimate that when there are about 10 local programs in an SRS region, all administrative and funding processes should be transferred to that region. When this action actually occurs might vary from region to region, based upon the size of RSVP within the various regions, and desires of the SRS Regional Director in accepting this new responsibility.

Likewise, we recommend that following decentralization to regional offices, that the SRS regional directors have the authority to make allocations to particular states (based upon an acceptable state plan) for administration of RSVP within that state. (Operation of RSVP would still be conducted only by local sponsoring organizations.) Such plans might come from either state offices on aging or other public or private, non-profit state-wide organizations. We believe that when a state has 6 to 8 local programs, and that there is a state organization that has the interest and wherewithal to administer RSVP within the state, that an allocation for that purpose will be both an economy measure and a necessary program process in order to provide the continuing support that local communities will need in operating their current local programs as well as in the development of new ones.

We have noted that some state offices on aging, for a variety of reasons, may not want to be responsible for the administration of RSVP within their state. We have concluded, however, that a state-wide organization of some kind should have administrative responsibility for RSVP within the state and play a major assistance role in the development, ad administration, and regular servicing of local programs. We believe that the regional offices of SRS are too far removed, geographically, for day-to-day servicing of local projects. The decentralization phase, therefore, provides the option (based upon acceptable plans to the SRS Regional Directors) for state offices on aging or other public or private non-profit state-wide organizations to assume administrative responsibilities for RSVP at the state level.

The following administrative functions and authorities are recommended for the national, regional, state and local levels after decentralization.

National Level (Phase II)

The Administration on Aging would transfer authorities and program responsibilities to the Regional Offices of SRS, when there are about 10 programs in a particular region and it is feasible to both the national and regional offices to do so. Until the decentralization process has been completed, the AoA Headquarters will need to make special efforts to assure the continuance of local programs developed during Phase I.

The responsibilities that AoA Headquarters will maintain are the following:

(1) Revision and promulgation of regulations and guidelines to effect decentralization of the administration of RSVP by AoA Headquarters and any revisions in regulations and guidelines thereafter, as necessary.

(2) Provision of uniform nationwide health and accident benefits for volunteers.

(3) Provision of all materials and forms required by RSVP, as enumerated under Phase I.

(4) Development of a national program of public relations and publicity to establish a national identity for RSVP. As noted in the section on public relations, the purpose of this is not for the recruitment of volunteers, but is basically to educate the general public to the needs and abilities of older persons.

(5) Development of a national program of recognition to pay public tribute to volunteers and organizations participating in RSVP (awards, certificates, special ceremonies).

(6) Development of informational materials, such as an operational manual on RSVP, for Regional Offices of SRS, state offices on aging, and local sponsoring organizations.

(7) Assistance to Associate Regional Commissioners and directors of state offices on aging in obtaining resources that are necessary from the national level, such as joint arrangements for funding among federal agencies or cooperative financial agreements with nationally based private non-profit organizations.

(8) Coordination with other federal agencies and national private non-profit organizations.

(9) Reporting to members of the U. S. Congress and Senate on the development and progress of RSVP.

(10) Review and record-keeping of all allocations of funds.

(11) National evaluation of RSVP, based upon the recommended evaluation system (See Evaluation and Reporting section).

(12) Conducting of national meetings, workshops, and conferences.

Staffing for National Level (Phase II)

The National Director of RSVP will continue to have responsibilities for all administrative functions that fall within the Headquarters Office. However, in Phase II, with a larger program, we are proposing an additional executive position. This additional position will carry the public responsibilities of making RSVP nationally known by his or her presence at local, state, regional, and national functions. We would suggest that AoA might consider a person for this public position who is 60 years or older and who is somewhat known by the general public.

Regional Level (Phase II)

The Regional Offices of SRS will assume major authority and program responsibilities for RSVP, including the following:

(1) Interpretation of RSVP regulations and guidelines to state offices on aging and local sponsoring organizations.

(2) Solicitation of state plans (See Financing section for content of state plans and state grant procedures).

    a. Solicitation of state offices on aging to determine whether the state office on aging intends to submit a plan, with an established date for reply.

    b. Solicitation of state plans from public or private non-profit organizations if a state office on aging does not intend to submit a plan or its plan has been rejected.

    c. Establishment of a date for submittal of all state plans.

(3) Approval of allocations to state offices on aging or other statewide organizations, whichever is the case.

(4) Provision of special grants for training and technical assistance at regional, state and local levels (See Financing section).

(5) Responsibility for assuring that local programs under development or funded are serviced in every respect, including on-site visits by Regional Office staff to state offices and local programs.

(6) Development of internal systems to insure a flow of information and assistance among the Regional Office, AoA Headquarters, and state offices.

(7) Concurrence on funding of each new local sponsoring organization approved and submitted by the state organizations, with at least one on-site visit by Regional Office personnel to the proposed program prior to concurrence (See Financing section for concurrence and rejection procedures).

(8) Final responsibility for all expenditures of funds and assuring adherence to matching requirements within the regions.

(9) Responsibility for conducting a regional public relations program.

(10) Evaluation of RSVP.

(11) Conduct of workshops and conferences within the regions.

(12) Recognition of volunteers and organizations participating in RSVP within the regions.

(13) Informational reports to U. S. Congressmen and Senators within the regions.

(14) Coordination of RSVP with other federal agencies and voluntary organizations within the region.

Staffing for the Regional Level (Phase II)

In order to carry out the regional duties under this phase, the Regional Offices will need to designate full-time staff for RSVP. In addition, the Regional Offices will need to rely upon staff already in existence in the Regional Offices to perform those functions specifically related to fiscal management, record-keeping, and publicity. We want to emphasize that Regional Office staff should visit all locally proposed programs at least once before a final decision is made.

State Level (Phase II)

We recommend that State offices on aging, in addition to continuing their role as indicated in Phase I, play an even greater role in developing and administering RSVP after decentralization. However, some State offices on aging have indicated they would not want to perform such a role. Therefore, we are suggesting two alternative administrative structures for state administration. The two alternatives are:

(1) Administration by State offices on aging.

(2) Administration by statewide, public or private nonprofit organizations.

Regardless of which organization administers the program at the state level, we recommend that at the community level RSVP be operated by an organization based in that community (the local sponsoring organization).

The recommendations outlined below are made on the assumption of an allocation to the state from the Regional Office. It should be pointed out again that such an allocation would occur at the discretion of the regional director, based upon an acceptable plan and a sizeable program within the state.

Alternative 1 (Administration by State Office on Aging)

Responsibilities of the State office:

(1) Full authority for all current programs within the state at the time of receiving the allocation.

(2) Identification of additional communities and organizations within them that have interest and potential to operate RSVP locally.

(3) Dissemination of information to local communities about RSVP.

(4) Provision of application forms to local community organizations that request them (forms provided by AoA).

(5) Provision of all assistance required to local organizations, on-site, in the development and on-going operation of RSVP, with adherence to AoA guidelines.

(6) Approval of applications to be funded under the state allocation and forwarding of such applications to Regional Offices of SRS for concurrence. (See Financing section on concurrence and rejection). Concurrence must be sought only for initial approval of new programs.

(7) Provision of resources to local programs, drawing on state, regional, and national resources.

(8) Conducting of workshops and conferences on a state-wide basis.

(9) Development and adherence to fiscal procedures in disbursement of funds under the state allocation.

(10) Evaluation of local programs, participation in other levels of evaluation within RSVP, and submission of reports as required by AoA.

(11) Establishment of a State RSVP Advisory Committee if needed.

(12) Coordination with state organizations, public and private.

(13) Development of internal systems to insure a flow of information among the State office, local programs, and the Regional Office of SRS.

(14) Maintaining of a public relations program throughout the state.

(15) Maintaining of a recognition program on a statewide basis for volunteers and organizations participating in RSVP.

(16) Provision of regular information to State officials about RSVP developments within the state.

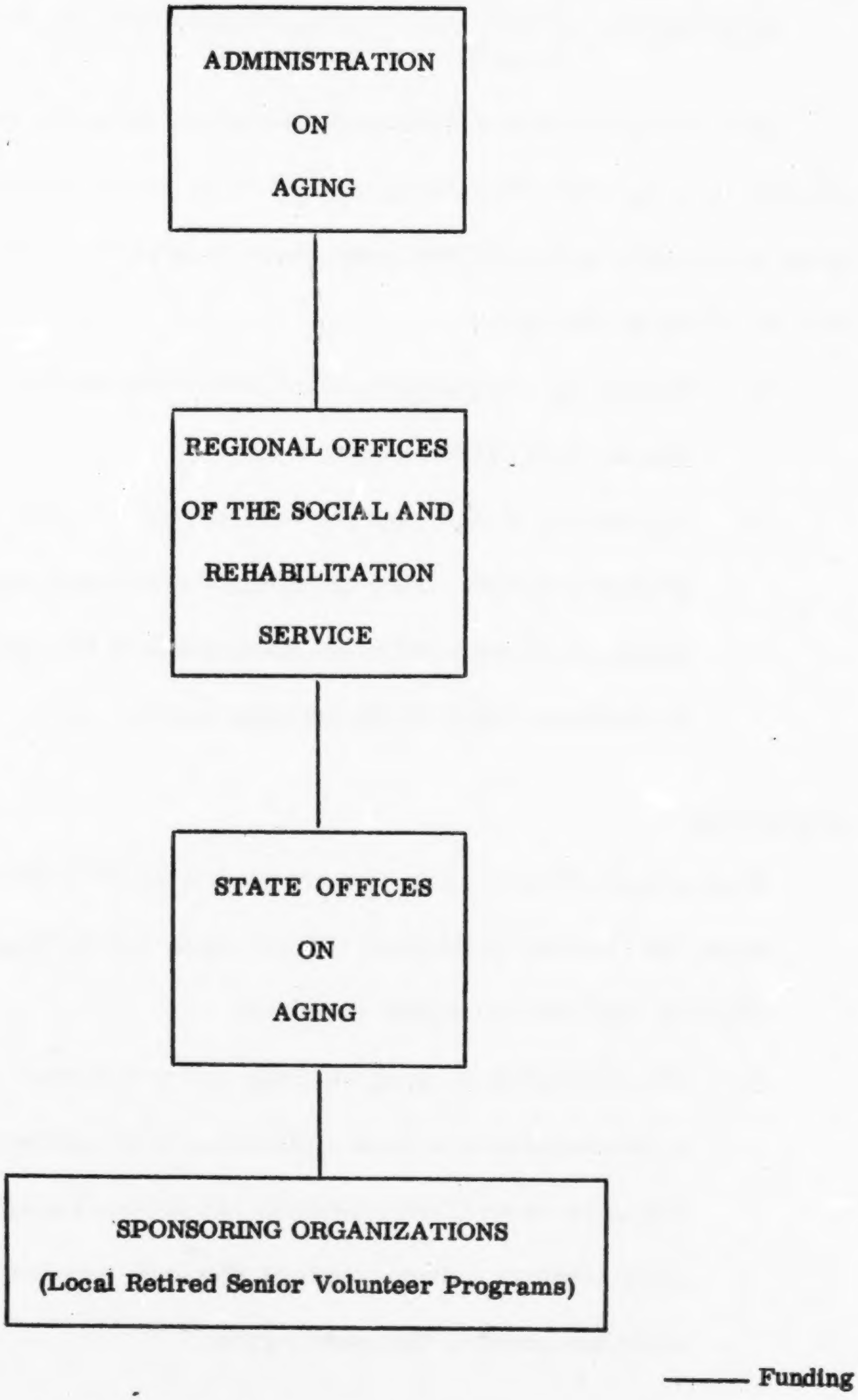
ADMINISTRATION ON AGING
REGIONAL OFFICES OF THE SOCIAL AND REHABILITATION SERVICE
STATE OFFICES ON AGING
SPONSORING ORGANIZATIONS (Local Retired Senior Volunteer Programs)
Funding

Figure 3. Phase II, Alternative No. 1

Alternative 2 (Administration by a Statewide Public or Private Nonprofit Organization)

Such an organization would receive allocations under the same procedures as the State office on aging would have, and its responsibilities would be the same as those of the State offices on aging would have been, with the following additions:

(1) Maintaining of a positive and continuing relationship with the State office on aging.

(2) Transmittal of state-approved applications for local programs to State offices on aging for review and recommendations at the same time that the applications are sent to the Regional Office of SRS for concurrence.

Special Note

When a State office on aging does not administer RSVP within a state, the functions of the State office on aging and the Regional Office of SRS will be changed as follows:

(1) The State office on aging will only review and make recommendations on local applications (transmitting its comments to AoA) and coordinate and provide assistance to the public or private nonprofit statewide organization which has received that state's grant.

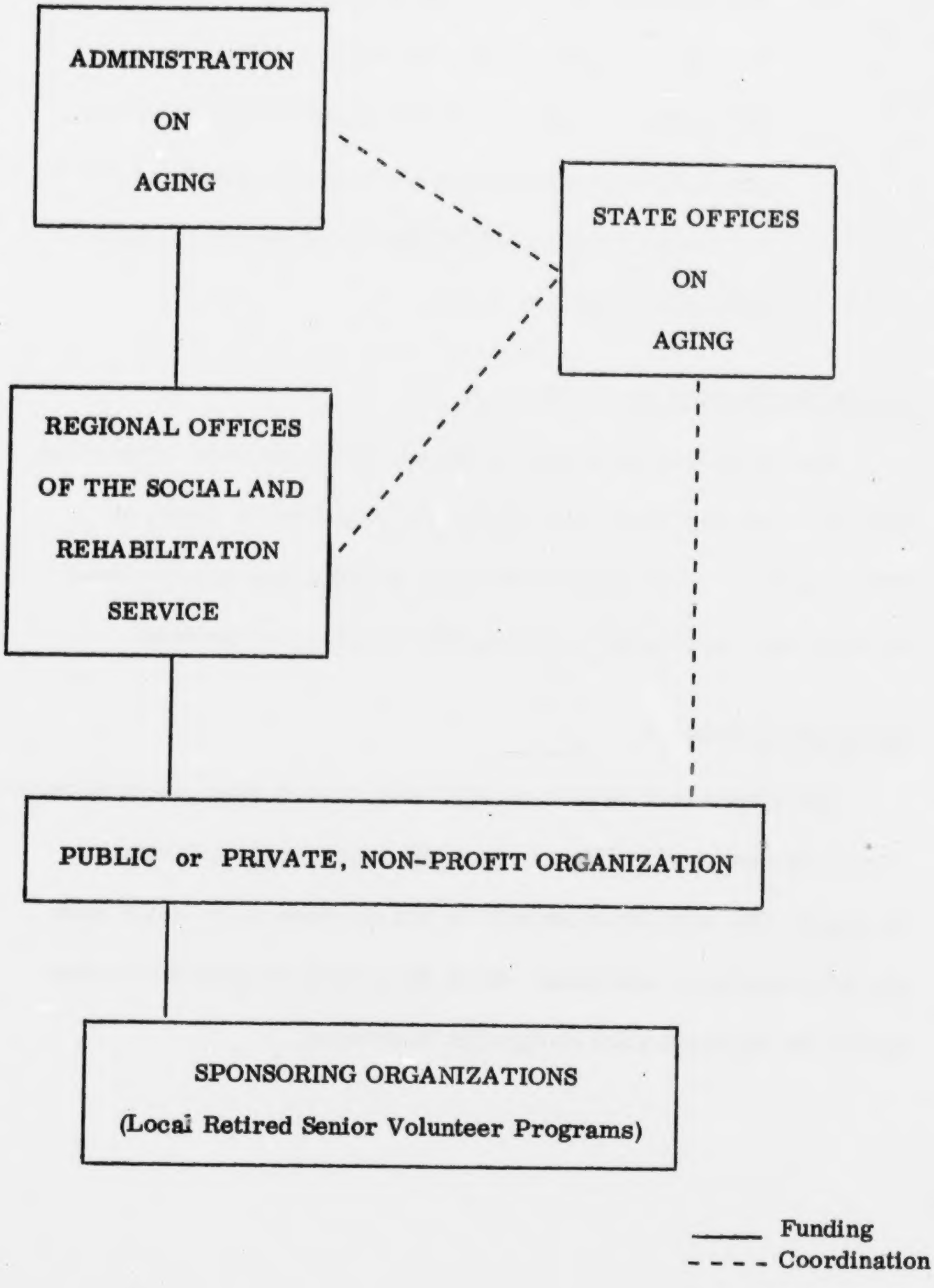
ADMINISTRATION ON AGING
STATE OFFICES ON AGING
REGIONAL OFFICES OF THE SOCIAL AND REHABILITATION SERVICE
PUBLIC or PRIVATE, NON-PROFIT ORGANIZATION
SPONSORING ORGANIZATIONS
(Local Retired Senior Volunteer Programs)
Funding
Coordination

Figure 4. Phase II, Alternative No. 2

(2) In addition to the other functions previously required of the Regional Office of SRS, the Regional Offices of SRS will maintain direct contact with public or private nonprofit organizations administering RSVP within states, and will inform and coordinate RSVP developments with the State offices on aging in each case.

Staffing for the State Level (Phase II)

Depending upon the amount of the allocation, the State organization will need additional staff. The staff at the State level in charge of RSVP should generally possess the same qualifications as those listed for AoA staff, and should have particular knowledge of the State.

Local Level (Phase II)

The local administration of RSVP will function after decentralization exactly as described in Phase I, and staff requirements will remain the same. The only exception will be that all requests for RSVP funds and all requests for assistance will be directed to the State level rather than to the Administration on Aging in Washington.

FINANCING

There are several parts of the legislation related to the financing of RSVP:

> In order to help retired persons to avail themselves of opportunities for voluntary service in their community, the Secretary is authorized to make grants to State agencies (established or designated pursuant to Section 303 (a)(1)) or grants to or contracts with other public and nonprofit private agencies and organizations to pay part or all of the costs for the development or operation, or both, of volunteer service programs under this section...
>
> Payments under this part pursuant to a grant or contract may be made (after necessary adjustment, in the case of grants, on account of previously made overpayments or underpayments) in advance or by way of reimbursement, in such installments and on such conditions, as the Secretary may determine.
>
> The Secretary shall not award any grant or contract under this part for a project in any State to any agency or organization unless, if such State has a State agency established or designated pursuant to Section 303 (a)(1), such agency is the recipient of the award or such agency has had not less than sixty days in which to review the project application and make recommendations thereon.

Recommendations regarding matching requirements, categories for funding, grant procedures, and the content requirements for grant applications are as follows:

Categories for Funding

A. State Allocations

State allocations will include monies to fund local sponsoring organizations as indicated below, and could include monies for all aspects for development and operation of RSVP, such as: the state RSVP administrative office, state staff, and a small percentage of the allocation for state workshops, conferences, etc. No allocations will be made to state organizations during Phase I of the administrative plan.

B. Grants to Local Sponsoring Organizations

Funding to local sponsoring organizations can occur either for establishing a completely new program or for the expansion of existing senior volunteer programs. Funding to local organizations could include, depending upon what matching funds are covering:

(1) rental of central office space;

(2) telephone and other forms of communications;

(3) transportation expenses (staff and volunteers), including some per diem;

(4) food expenses (for volunteers only) plus per diem for staff when traveling and Retired Senior Volunteers when traveling away from the project;

(5) other out-of-pocket reimbursable expenses for Volunteers;

(6) office supplies and equipment;

(7) salaries for personnel;

(8) publicity items -- printing, photography, etc.;

(9) conference expenses for staff and volunteers at major national conferences on aging and voluntarism and meetings required by state and federal offices;

(10) a small amount of funds to conduct workshops and conferences in the community;

(11) funds for a recognition program for Volunteers and placement organizations.

C. Special Grants

The Administration on Aging should make specific grants for special training and other special assistance to the various levels of operation of RSVP. These monies will be available over and above the amounts included in either state or local budgets for routine workshops and conferences.

Matching Requirements

On the basis of conversations with organizations and individuals, we are recommending that the major proportion of financing come from the Federal government, at least for the first few years. There are various reasons for this conclusion:

(1) Time is needed to develop a broad financial base. RSVP is a new program, and it is felt by many that some time will be necessary before it becomes a "community institution" that will be financially supported by the community. Since RSVP will be delivering a service as opposed to a tangible product, in most cases, the benefits of the program may not be immediately discerned by the community as a necessary and on-going investment. The very fact that the Older Americans Act providing more comprehensively for the needs of older persons was not enacted until 1965 is a clear indication of

the low priority of older persons in our society. While, indeed, many groups and political leaders are recognizing older persons as a valuable resource and a political group "to be reckoned with," this attitude does not permeate this society throughout local communities. In many cases, therefore, older persons are still "a low priority" in the investment of financial resources of municipalities, other governmental levels, and sometimes even private nonprofit service organizations.

(2) Older Americans' organizations which logically will be expected to be involved in RSVP in a major way will not be able to financially support the program. While it is true that in some parts of the country older Americans have organizations that are self-supporting, it is not a general characteristic of the older population that it is well-organized and able to finance programs. The situations that we have discovered that are self-supporting are minute.

(3) There have been rather strong views expressed, and we concur, that the Federal government should not require a matching percentage that would prevent the participation in the program of many communities that are economically depressed. The view is strongly held that RSVP should be available to poor communities, and not only to more affluent communities. In fact, our contacts with more affluent areas and individuals revealed their opinion, also, that some leverage should be established to allow very poor communities to participate with perhaps a bare minimum contribution, while

more affluent areas would make a greater contribution.

Most persons have felt that local communities should make at least some financial contribution to RSVP, however small, and that this principle should be well established. There has been some discussion, also, about the need for local communities to contribute as much as possible, as early as possible, given the trend over the last several years for matching by the Federal government to be raised substantially. This general attitude grows out of the fact that since local communities will eventually have to shoulder quite a bit of responsibility anyway, they may as well start at the beginning. Some individuals have suggested that within the framework of a flexible plan 20 to 25 percent matching would not be unreasonable for some communities.

In view of all of the foregoing, we are suggesting the following on the basis of the administrative structures that have been recommended:

(1) That during the developmental period, or Phase I, when the AoA Headquarters is administering RSVP, local sponsoring organizations be required to match by 10 percent. At this developmental stage, it will be important that programs are developed for success and not for experimentation. Applications should be approved only on the basis of meeting all program requirements and of having a reasonably good level of resources in the community for the program.

(2) That after decentralization of RSVP, in Phase II, a matching percentage be established at the state level, across-the-board. Every State office on aging or public or private nonprofit organization, whichever is the case, would be expected to match the total allocation to that state in the neighborhood of 15 to 20 percent. It would, then, be the responsibility of the state administering organization to meet the matching requirements. We are suggesting this alternative because we believe it creates the possibility of funding those communities that are poor, almost totally if necessary, but assures an overall matching contribution to RSVP on a national basis which will give the program more staying power as well as additional resources.

The statewide contributions should be kept flexible, and the following list is only some of the sources from which contributions might come:

a. Cash contributions from state governments.

b. Contributions from the state governments in the form of special services, such as use of state government vehicles (school buses, etc.).

c. RSVP staff at the state and local levels paid out of state or municipal government or private funds.

d. RSVP personnel at the local level who hold staff positions but are unpaid.

e. Private, individual contributions.

f. Cash contributions from municipal governments.

g. Contributions from municipal governments such as vehicles, recognition luncheons and dinners, free lunches for Retired

Senior Volunteers in cafeterias operated for municipal employees.

h. Contributions to RSVP through United Community Funds (United Way).

i. Cash raised locally by the local sponsoring organization through special drives, sales, etc.

j. Contributions by placement organizations in the form of free meals for Retired Senior Volunteers in cafeterias operated by the organization and transportation furnished to Volunteers who are assigned to placement organizations.

k. Meals, transportation, and cash contributed by local, private organizations or individuals. Many programs have been very successful in having meals and transportation contributed locally. We emphasize this because it is a major budgetary item.

l. Contribution of facilities for the Retired Senior Volunteer Program in the local community and/or state level .

m. Supplies and services (telephones) required for program operation.

n. Consultancy and technical assistance contributed to the program.

o. Contribution of necessary items to Retired Senior Volunteers, such as clothing for those that are in need of additional clothing to meet the requirements of their assignments.

Grant Procedures (Phase I)

Until the level of funding of RSVP is more firmly established and the direction of the program is somewhat solidified on a national basis, we suggest that grants be reviewed for renewal, changes in funding levels, or discontinuance, on an annual basis.

During the developmental period of RSVP, when the Administration on Aging Headquarters will be funding, directly, local private nonprofit or public organizations to operate RSVP, we suggest that the grant procedure already established internally in AoA for funding other programs be followed for the processing of grants to local sponsoring organizations. We recommend that the formal application from the potential grantees be used as the formal document for the grant request.

The actual application procedure, in this case, will involve at least the following functions, in the order in which they are listed:

(1) AoA Headquarters will make available to State offices on aging grant application forms. In no case should the AoA Headquarters or the Regional Office of SRS send an application form directly to a local organization, unless for some reason a State office on aging wishes not to be involved in these procedures.

(2) State offices on aging will catalog carefully all application forms that have been distributed and where they have been sent, including the organization requesting, address, and individual requesting it.

(3) Local organizations that wish to apply for RSVP grants will send their applications directly to State offices on aging. The AoA Headquarters will need to receive a copy of the application concurrently.

(4) The State offices on aging will review applications, make recommendations, and forward the application to the AoA Headquarters in no more than 60 days.

(5) The AoA Headquarters will need to establish a procedure to give Regional Offices of SRS the opportunity to review and make recommendations on applications following their review by the State offices on aging.

(6) Final review and decisions on grant applications will be made by the Administration on Aging Headquarters and processed internally by normal AoA procedures.

(7) Appropriate formal notification to the local grantee, the State office on aging, and the Regional Office of SRS should follow immediately. It is also suggested that AoA Headquarters inform the Governor's office of the state in which the grant is being made, the U. S. Senators of that state, and the U. S. Congressmen within whose districts the program will be operated of the grant that has been made. AoA Headquarters should also inform its other internal offices in Washington of such grants, their locality, purpose, etc., so that staff coordination can occur.

(8) We recommend that forwarding of monies to local programs occur on the basis of the usual procedures already established in SRS.

(9) The AoA Headquarters will make grants as needed for specific training and other assistance at all levels over and above the amounts included for workshops and conferences in local budgets.

When decentralization occurs, as suggested in Phase II, the grant procedure will change. It should be pointed out again here that decentralization involves transfer of a number of authorities and program responsibilities to the Regional Offices of SRS and State level organizations.

Primary Federal Procedures (Phase II)

(1) The AoA Headquarters will promulgate revised guidelines and regulations to effect decentralization in the Regional Offices of SRS and State offices on aging.

(2) The Regional Office of SRS will have the responsibility of interpreting these guidelines and regulations to State offices on aging and establishing such procedures as it deems necessary, or are required by the regulations, to effect the appropriate relationship between the Regional Offices of SRS (acting for AoA Headquarters) and State offices on aging and other State organizations.

(3) The Regional Offices of SRS will then solicit plans from State offices on aging for the continued development and administration of

RSVP within the respective states. The Regional Offices of SRS should establish and inform State offices on aging of the following dates:

a. a date by which the State office should indicate whether it intends to submit a plan;

b. a date by which plans must be received by the Regional Office of SRS.

(4) If a State office on aging informs the Regional Office of SRS that it does not intend to submit a plan or if, subsequently, a State office on aging plan is rejected by the Regional Office of SRS, the Regional Office of SRS will then solicit plans from other public or private nonprofit statewide organizations within that state.

(5) The Regional Office of SRS will review state plans submitted from State offices on aging or public and private nonprofit statewide organizations (whichever is the case) and make allocations to these organizations, only one in each state, for the administration of RSVP within that state.

(6) The Regional Office of SRS will make available to state organizations grant application forms for use by potential local sponsoring organizations. In no case should the Regional Office of SRS or AoA Headquarters send an application form to a local organization.

Primary State and Local Procedures (Phase II)

(1) The state organization will make available to local organizations within the state application forms and will catalog carefully all forms that have been distributed and where they have been sent, including the organization requesting, address, individual requesting, etc.

(2) Local organizations that wish to apply for RSVP grants will send their applications directly to the state administrative unit, either the State offices on aging or to the public or private nonprofit organization administering RSVP within the state.

(3) The State office on aging or public or private nonprofit organization will review applications from community organizations and forward those it has approved to the Regional Office of SRS for concurrence.

(4) If the state administering organization is not the State office on aging, then the administering organization will forward a copy of the application to the State office on aging for review and recommendations. The State office on aging will have the responsibility to forward its comments to the Regional Office of SRS within 60 days.

(5) The Regional Office of SRS should have an established date by which it must have sent notification to the state organization, either in the form of concurrence or rejection. Rejections should be accompanied by written reasons for the rejection.

(6) Upon receipt of action on applications by the Regional Office of

SRS, the state organization should then immediately send notification of approved funding to the local sponsoring organization and such other organizations and individuals within the state, such as the Governor's office and State legislators, that it deems necessary.

(7) The Regional Office of SRS will inform directly the AoA Headquarters of such funding, as well as U. S. Senators of that state and the U. S. Congressmen within whose districts the program will be operated. AoA at both regional and national levels should inform its other internal offices to effect program coordination.

(8) We recommend that state organizations make funds available to approved local sponsoring organizations in advance, and that the annual amount of monies approved be transmitted for the full program year.

(9) We recommend that state organizations formally review the funding of local sponsoring organizations on an annual basis, for either continuance at the current rate, change of funding level, or discontinuance.

(10) The Regional Office of SRS will make grants as needed and at various times for specific training and other assistance, over and above the amounts included for workshops and conferences in state and local budgets.

Content of State Plans (Phase II)

The content of state plans should include at least the following:

(1) Formal agreement to adhere to guidelines and regulations as promulgated by AoA Headquarters for the operation of RSVP.

(2) A phased developmental plan, incorporating all specific requirements on program development, as outlined by AoA Headquarters in guidelines. This part of the plan should include:

a. indication of interest and support for RSVP within the state and a phased plan for development and expansion within the state, with stated goals and time-frame;

b. staff that will be responsible for RSVP at the state level and time they will devote "in the field;"

c. internal systems that will be developed for various program and funding processes;

d. requirements that the state organization will make of potential local sponsoring organizations before their approval, in adherence with AoA Headquarters regulations and guidelines;

e. agreement to adhere to administrative requirements of the Regional Offices of SRS on funding processes, evaluations, and reporting.

Content of Local Community Applications (Phases I and II)

The application form as established in Phase I will be used in decentralization and provided by AoA. To make the document uniform, the AoA Headquarters should revise the form periodically based upon suggested changes by Regional Offices of SRS. The applications should include the following information:

(1) Formal agreement to adhere to all guidelines and regulations as promulgated by AoA including compliance statements on non-discrimination on the basis of race, creed, color, sex, or national origin.

(2) Identifying information: name of applicant organization, address and phones, type of organization, and designated authorized individuals of the applicant organizations.

(3) Proposed staff for the program and a statement of their qualifications.

(4) Descriptive information on the community to be served, population, percent of population 60 years and over, etc., geographical description.

(5) Plan to make the program increasingly financially self-supporting, with a phased plan.

(6) Description of need for proposed program, and how these needs have been identified.

(7) Description of proposed program.

(8) Plans for forming and maintaining an RSVP Advisory Committee.

(9) Statement of assurances of placement organizations within the community as to what kinds of assignments and supervisors they will make available to Retired Senior Volunteers and in what quantity.

(10) Description and assurances of the level and potential participation of older persons as Retired Senior Volunteers in the community.

(11) Description of plans for orientation and training of volunteers and supervising personnel; recruitment, selecting and placement of volunteers; follow-up on activities; internal systems and program materials; programs in public relations; recognition, etc.

(12) Financial statements on the administering organization, including procedures for all disbursement of funds, including reimbursement of volunteers.

(14) Position descriptions for all project staff, whether they are to be paid or not.

(15) A brief history of the applicant organization.

(16) Assurances on participating in evaluation and reporting processes.

INITIAL LOCAL PROGRAM DEVELOPMENT

> Each local applicant for RSVP funds shall be required to demonstrate, by the content of its application and in other ways which the Administration on Aging may desire, that plans related to all aspects of the Retired Senior Volunteer Program have been developed within its community prior to submission of application papers. Such development work shall include assurance of a sound financial base, willingness to comply with the administrative and program requirements of the Administration on Aging, and a phased plan for the accomplishment of both short- and long-range goals.

Program planning at the local level is a most important aspect of the development of the Retired Senior Volunteer Program. However well administrative processes may have been established at other levels and however well regulations and guidelines may have been written, RSVP will not have the opportunity to succeed unless it is carefully and thoughtfully developed at the local level before operations begin. Our study has so strongly demonstrated the need for such planning that we recommend the Administration on Aging require local communities to accomplish a major portion of it even before they submit an application for funds. The process is one which should be shared by state and federal officials, but the major responsibility and the focus of the effort will be in the local community.

Determination of Feasibility

The first step must be determination of whether development of a Retired

Senior Volunteer Program is at all feasible within the given community. In Phase I, this initial determination of feasibility should be made by staff of the Administration on Aging in Washington on the basis of discussions with interested local organizations and persons. In Phase II, it should be made by state RSVP staff (also on the basis of discussions with the community).

In both cases, assessment of feasibility will be based on the characteristics and resources of the community under consideration. Data necessary to document these characteristics and resources should be gathered by the interested organizations. This data should include the following:

(a) Size and characteristics of general population

(b) Size and characteristics of older population (educational levels, employment, income, age categories, level of interest in participating in RSVP)

(c) Profile of organizations in the community (levels of interest in providing resources for a local Retired Senior Volunteer Program, in accepting volunteers for assignments, and in serving as the local sponsoring organization)

(d) Geographical characteristics, especially as they relate to transportation and weather

(e) Modes and availability of transportation (including public transportation systems; the possibility of using government-owned vehicles; and the feasibility and cost of providing private systems exclusively for RSVP, such as rental of buses)

(f) Resources (including potential contributions by local service and voluntary organizations to various Retired Senior Volunteer Program functions)

(g) Finances (economic potential of the community for providing matching funds and for assuming additional financial responsibility for operating the local program)

(h) Administration (availability of an appropriate sponsoring organization, appropriate staff, and central office space)

(i) Potential membership for a local advisory committee

This data should help not only to determine the feasibility of a Retired Senior Volunteer Program within the community but to define what the nature of the program should be. A great deal of data can be gathered from reports of the Census Bureau and other federal agencies and from planning commissions and voluntary organizations. The community and its older people should not be needlessly surveyed.

At the conclusion of this research effort, and after discussion in the community, the Administration on Aging (in Phase II, the state RSVP staff) should compare the potential for a Retired Senior Volunteer Program in that community with the monies available and decide whether development of a program is feasible.

This procedure does not negate the right of any community to apply for RSVP. It does, however, provide information at an early stage which should eliminate wasted and frustrated efforts in the local community and at other levels. Provided that development is feasible at the local level, AoA and the State office on aging (in Phase II, the state RSVP staff) should then work closely with the community in the actual development of a program, right through the application process. The local community needs to be advised that final decisions on funding the local program will be made after submission of the application and that the application might not be accepted. In spite of this factor, it is important that the relationship between the local community and the state level be a working relationship and not simply an "application - review - fund" process.

Development of a Program

After it has been determined that development of a Retired Senior Volunteer Program is feasible within a community, the following steps will be necessary:

(1) Determination of a sponsoring organization. The initial inquiry about RSVP will probably come from an organization interested in operating the program. This organization will be able to play a major role in the development process and will very likely be the sponsor. However, we feel strongly that this assumption should not be made early, and that final selection should not be made until the application for funds is being written. The sponsoring organization selected will need to

(a) locate an office and equipment
(b) arrange for appointment of appropriate staff.

(2) Development of financing. Assurances of meeting the matching commitment and of expanding the community's financial support to RSVP will need to be obtained.

(3) Development of community resources. Assurances from community

service and voluntary organizations of their assistance to RSVP in development of the program will also need to be obtained.

(4) Development of placement organizations. One of the major factors in program development, and the one that will take the most time, will be working with placement organizations. Since many community organizations and institutions will not have experience with older volunteers, or may resist them, a great deal of time must be spent in geting placement organizations ready. Included in this work is determination of the numbers and kinds of assignments they can offer, the numbers and kinds of volunteers they can use, the type and quality of supervision they are willing to provide for volunteers, and the quality of orientation and in-service training they can offer. (See the section on placement organizations and sections on assigning and training volunteers for details.)

(5) Development of an advisory committee. Plans should be made for establishing and recruiting membership for an advisory committee. The committee should be composed of community leaders, representatives from voluntary organizations, representatives from organizations concerned with older persons, older persons, and others. Care should be taken to leave open certain membership positions for Retired Senior Volunteers and for representatives of particularly active placement organizations to be filled after the program is in operation.

(6) Development of operational procedures. Methods and procedures involved in the operation of the program should be clearly defined and plans made for their implementation. Plans should be made about approaches to:

(a) Recruitment. A recruitment plan will need to be determined. No recruitment should occur during this developmental phase. In fact, none should occur until after funding is received and assignments have been thoroughly prepared.

(b) Training. Plans for training will need to include methodology for the orientation of volunteers by the sponsoring organization and in-service training by placement organizations.

(c) Assignments. Appropriate assignments in sufficient variety and quantity will need to be assured.

(d) Supervision. Supervisory time and personnel need to be specified and committed by the placement organization.

(e) Transportation. Suitable transportation for the program will need to be arranged and confirmed.

(f) Meals. Placement organizations should be encouraged to provide nutritious meals at no or low cost to volunteers, particularly if the organization has a cafeteria.

(g) Reimbursement. Plans will be needed for the establishment of the reimbursement system, as prescribed by AoA guidelines.

(h) Recognition. Plans should be made for the regular recognition of volunteers and placement organizations.

(i) Evaluation and reporting. Systems for regular evaluation and reporting should be built into the overall program plan.

(j) Public relations. No formal publicity should occur during this developmental period, but plans should be made for a comprehensive public relations effort after the program is under way.

(7) Development of a phased plan. It will be necessary to develop a plan which relates the goals of the program to certain time frames. For example, it will be important that the question of recruitment be dealt with in terms of how it should be accomplished and in what quantities (numerical goals) and scheduled within a time frame that meshes with availability of ready assignments in the

community. For example, if it is a short-term goal to fill twenty assignments by the end of the first month of operation, the level of the recruitment effort will need to be geared to that goal. Such a phased plan can be used once the program is in operation to measure performance against original goals.

The results of all this developmental work will be the substance of the community's application for RSVP funds. The application process itself is described in the section on financing.

Program Design

Earlier in this section it was stated that the type of program developed in any given community, be it rural, urban, or suburban, should be based (indeed, it must be based) on the characteristics and resources of that community. It must also, obviously, be rooted in the needs of the community -- for a program not directed toward filling real needs will not be able to find organizations willing to accept volunteers and will, in any case, fail the volunteers themselves. It must, in addition, be developed with the closest attention to the characteristics of the potential volunteers - their educational level, income, employment experience, cultural and ethnic background.*

Given this basic framework for the development of RSVP within communities, it is our recommendation that no national directives should be established for the kinds of programs that should be developed locally. A program suited for one community may simply not work in another. We further recommend that whatever type of program is developed locally, it be required to meet one additional criterion:

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* For examples of existing senior volunteer programs developed in each of the three environments mentioned above (rural, urban and suburban) see Project Visit Reports in Appendix D.

it must provide a sufficient variety of assignment opportunities to offer assignments suited to the full range of skills and talents of the older people in the community. For example, a program whose primary focus is that of providing service to a school system, however badly the community might need it and however strongly the community might support it, is simply not (in our view) appropriate for funding as a Retired Senior Volunteer Program unless it provides opportunities for a wide variety of skills -- that is, for persons who can be teachers' aides, or clerical assistants, or assist in woodworking classes, as well as for those who can tutor in English composition.

It is apparent that there are many ways in which the components of a volunteer program (recruiting, training, supervising, and all the rest) can be undertaken and still meet all these requirements. Broadly speaking, however, there are two approaches:

(a) the group approach, and

(b) the individualistic approach.

As we use the term in this report, "group approach" means that a variety of types of assignments are developed within a limited number of organizations and a large number of volunteers are subsequently assigned individually according to their particular skills and needs. But it also, and very importantly, means that the volunteers assigned to a particular organization perceive themselves as a group. This perception is planted and subsequently nurtured by recruiting the group (as a general rule) from a circumscribed geographic area or a particular church or club or organization; by transporting volunteers to their assignments (as a general rule) in a group; by providing them in-service training as a group; by providing formal and public recognition of their services as a group. Project SERVE in Staten Island is the best example of, model for, and chief exponent of this approach. (See project description in Appendix D.)

The individualistic approach, on the other hand, achieves variety in assignments by developing them in a large number of organizations singly or in small numbers. This is basically the approach used by the Volunteer Placement, Service, and Information Project, sponsored by the Lane County Volunteer Service Council in Eugene, Oregon. (See project description in Appendix D.)

The aptness of a particular approach or combination of approaches will depend in large measure on such factors as the geographical characteristics of and the numbers and kinds of institutions located within an area. For example, the group approach is adaptable to urban and many suburban environments, but cannot easily be applied to isolated rural areas in which large institutions are widely scattered, if they exist at all.

Variations on these two themes are, of course, possible and are in fact utilized successfully by many projects:*

(a) Project SERVE, although it places primary emphasis on the group approach, has also developed assignments for volunteers on an individual basis or in small numbers. Occasionally, these individual assignments are made for the express (though unstated) purpose of demonstrating the capabilities of older volunteers, and thus opening the organization to the possibility of accepting larger numbers.

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* See Appendix D for a description of these projects; additionally, refer to the Community Volunteer Project sponsored by the UAW Retired Workers Center in Detroit, which utilizes a group approach in enlisting inner-city residents in volunteer service.)

(b) Project TEAM (Louisville, Kentucky) has assigned a large number of volunteers to a single school in the community, but the volunteers are not part of an overall "group."

(c) The Age Center of Worcester, Massachusetts, places primary emphasis on individual assignments to organizations throughout the community, but it has also developed a large group placement (similar to Project SERVE) at a state hospital.

(d) Volunteers serving in programs related to the Athens Community Council on Aging (Athens, Georgia) are assigned individually, but they are "recruited" on the basis of their church membership and are often trained in small groups.

Although (as we have indicated on the previous page) the aptness of a particular approach will depend on factors relating to that community, we would like to point out that the group approach has a particular value in terms of solving one of the most serious problems encountered in senior volunteer programs -- the lack of adequate transportation. In most volunteer programs we have visited during the course of our study it has become obvious that one of the biggest factors hindering the development of the program in any particular community was the problem of unavailable or inadequate public transportation. The problem is, of course, more acute in rural areas, but it is a widespread and serious one in urban and suburban areas as well. The group approach, by recruiting volunteers from a circumscribed geographic area, and placing them in a given institution, makes it feasible and practical to arrange chartered or other transportation for large numbers of persons. (See Transportation section for a description of different approaches to solving the transportation problem.)

The group approach, or variations of such, has an additional value in the early days of any senior volunteer program. In view of widespread reluctance (if not resistance) to the use of senior volunteers, and the time and continuous effort required in working with placement organizations to develop and operate a sound program, initially assigning a group of carefully recruited volunteers to only one or two organizations where all the efforts of the project staff can be concentrated, increases the likelihood of success and, thus, of positive impact on the community.

The concept of staged growth is important in itself. Deliberate and carefully paced expansion permits project staff to learn, the community at large to be persuaded of the value of older volunteers, and placement organizations to prepare themselves to receive volunteers. For all these reasons, the importance of working for quality before reaching for quantity (especially in the early days of a program) can hardly be over-stressed. In an urban and/or suburban setting, placements might first be concentrated in one or two institutions for the first months of a program (as described above), with the next stage of growth involving the addition of one other institution as a placement organization for a group of volunteers. In rural areas, staged growth might be defined in geographical terms, with a town being the point for concentration of assignments in the early days of a program and movement outside the town being undertaken on a settlement-by-settlement basis. Adopting this approach in a rural area insures the presence of a core resource (in the town) which can aid development in more isolated areas.

An example of the above approach is offered by the Five County Crossline Program in rural Iowa (see description of project in Appendix D). The project (recently initiated) has to date concentrated on developing its program in the more heavily settled population centers (small towns) where resources are more readily available, where there is a larger pool of potential volunteers to recruit, and where placement organizations such as schools, hospitals, community action centers and nursing homes do, in fact, exist. Once the programs have been successfully established and accepted in the core areas, the resources which have been developed can then be utilized to assist in the development of the program in outlying areas as well. One of these resources includes senior volunteers themselves, and other community volunteers who can be assigned to provide services to those persons living in smaller towns or scattered on farms, i.e., a meals-on-wheels service is an important need of the isolated elderly in rural areas for which volunteer assistance is desperately needed. In addition to providing services to these isolated people, the volunteer from town can also assist in involving this population in volunteer service themselves; for example, volunteer drivers from town can bring people from the isolated areas into town to serve at one of the placement organizations, or they can take people living on farms to visit or otherwise assist neighbors in need.

Whatever program is eventually developed in a given community, we would like to emphasize again that the initial development period prior to actual program operation is one of extreme importance in determining the future of RSVP in that community. We have seen many programs fail precisely because the initial groundwork required for insuring a successful program was not carefully laid and sound development work pursued prior to actual program implementation. RSVP must not make this mistake.

CRITERIA FOR LOCAL SPONSORING ORGANIZATIONS

Within a given community, there shall be a single public or private nonprofit organization responsible for the development and operation of the Retired Senior Volunteer Program. This organization shall have a demonstrated interest in and understanding of both older persons and volunteers. It shall not be identified with any one facet of the community to the exclusion of others, and shall be able to work closely with a wide range of community organizations and institutions. It shall not have been formed for the purpose of operating the Retired Senior Volunteer Program. However, it shall be willing to establish the Retired Senior Volunteer Program within its overall structure so that RSVP has an identity of its own. In addition, it shall be (a) knowledgeable about the community and able to locate and use local, regional, and national resources necessary for development of the Retired Senior Volunteer Program, (b) experienced in administration, fiscal management, and information systems, (c) able to supply staff competent to develop and operate the Retired Senior Volunteer Program locally, (d) able to develop a wide range of volunteer opportunities in placement organizations within the community, (e) able to develop effective recruiting techniques, (f) able to provide orientation and continuing assistance both to volunteers and to staff of placement organizations, (g) committed to involving older persons in leadership roles, (h) capable of developing financial support within the community for the Retired Senior Volunteer Program, and (i) able to establish and work with an advisory committee. Organizations which have previous or current experience in operating a senior volunteer program and organizations which have never operated such a program shall be equally eligible to serve as local sponsoring organizations.

As explained in the section on administration earlier in this report, we recommend that within a given community only one public or private nonprofit organization be designated to receive funds for development and operation of the Retired Senior Volunteer Program. Further, we recommend that this organization (referred to as the local sponsoring organization) be required to meet the criteria listed below.

(1) It should be an existing organization - that is, it should not have been formed for the purpose of operating the Retired Senior Volunteer Program.

(2) It should be willing to establish RSVP within its overall structure so that RSVP has an identity of its own.

(3) It should not be identified with any one facet of the community to the exclusion of others, and should be able to work closely with a wide range of community organizations and institutions.

(4) It should have a demonstrated interest in and understanding of volunteers and older persons.

(5) It should have a demonstrated knowledge of the community and the ability to locate and use local, regional, and national resources.

(6) It should have experience in administration, information systems, and fiscal management.

(7) It should be able to supply staff competent to develop and operate RSVP within the community.

(8) It should be able to develop a wide range of volunteer opportunities in placement organizations within the community. In general, it should not itself serve as a placement organization, and should never have more than a minute percentage of all Retired Senior Volunteers in the community serving within its own organization.

(9) It should be able to develop effective recruitment procedures.

(10) It should be able to provide basic orientation and continuing assistance both to volunteers and to the staff of placement organizations.

(11) It should be committed to older persons serving in leadership roles, including roles as board and committee members, staff, supervisors, and team leaders.

(12) It should be capable of developing financial resources within the community for the support and expansion of RSVP. Those public organizations which are restricted from soliciting funds from private sources will not be in a position to fulfill this requirement.

(13) It should be able to establish and work with an advisory committee for RSVP.

We also recommend that organizations which have previous or current experience in operating a senior volunteer program and organizations which have never operated such a program be equally eligible to serve as the local sponsoring organization. An experienced organization, however, should be required to demonstrate that conspicuous expansion or improvement in quality of its program would result from its being named the local sponsoring organization. In any case, the organization selected to be the local sponsor should meet all the recommended criteria.

The figures on the following pages illustrate ways in which the Retired Senior Volunteer Program might fit into the structure of a variety of organizations which are, potentially, local sponsoring organizations. A detailed listing of the responsibilities of the local sponsoring organization is contained in the section on administration and staffing.

Comments

Among the persons to whom we have spoken in the course of our study, there is almost complete consensus that RSVP should be operated in each local community by only one organization, carefully selected, which will have the responsibility for the total development and operation of the program.

There also appears to be no question that RSVP should be operated locally by existing organizations, rooted in the community, and that no new organizations should be set up for the purpose of operating the program. It has been suggested by some that, especially at the beginning of the program, all local Retired Senior Volunteer Programs should be operated by organizations that have long experience in the field of voluntarism and/or aging.

Other persons have voiced concern at the possibility of such an emphasis, feeling that some of these organizations have not been especially effective in the past or have not shown a consistent concern for older persons. Our conclusion is that while experience in voluntarism and/or aging is valuable, it is certainly not the sole criterion. The Administration of Aging should look for quality and potential in a prospective sponsoring organization and should remain totally open to the possibility of selecting younger organizations which have a strong interest in the program and meet all the requirements for operating the program.

There are two strongly voiced schools of thought as to whether the organizations selected to sponsor RSVP in local communities should be primarily involved with older persons or be broad-based community organizations involving and serving various age groups. Most of the persons to whom we have spoken about this matter in the course of our study have endorsed the latter. The argument for operation of the program by organizations concerned with older persons is that older persons are the primary focus of RSVP and, therefore, that such organizations are in the best position to organize and operate the program. The opposing argument is that, while RSVP is for older persons, the thrust of the legislation is to get older persons involved in and making a contribution to their community. Thus, the major requirements for the local sponsoring organization should be knowledge of the community and ability to involve its various aspects in the operation of RSVP. An additional argument for a broadly based organization is that such an organization would prevent the further categorization of persons as "old" and, at the same time, would foster exchange among age groups.

We are receptive to both schools of thought. But we do believe that, overall, there would be benefits (both in terms of quality and of ease in administration) if RSVP were administered locally by broad-based community organizations which could offer the possibility of exchange among age groups. Locating RSVP within such a matrix should open additional opportunities for growth to the volunteers. It must be assured, of course, that RSVP will have an identity of its own within the local sponsoring organization and that it will be absolutely impossible for the organization to siphon off RSVP monies for other purposes; but we believe the benefits of operation by a broad-based community organization outweigh these risks, since administrative requirements can be designed to ensure that RSVP funds are spent only on RSVP.

But organizations exclusively involved with older persons should certainly not be excluded from selection, and in every case they should have a direct relationship to the program. Representatives from such groups should have seats on the Advisory Committee. However, if an organization for older persons does operate RSVP, it must be prepared to deal with older persons who do not want to be identified or affiliated with an organization concerned with "aging". Many Retired Senior Volunteers will be 60-year-olds who do not consider themselves "aged".

A very important requirement for the local sponsoring organization is its knowledge and use of community resources to back up Retired Senior Volunteers in their work. In all likelihood, many Retired Senior Volunteers will be providing services to persons who have a variety of needs other than those being met directly by the volunteers themselves. Neither the volunteers nor the program will be successful unless the volunteers can help meet those needs. In most instances, the organization to which the volunteer is assigned should be able to obtain from the community any resources which are necessary, but this will not always be the case. Thus, the local sponsoring organization must be prepared to back up its volunteers. Knowledge of and ability to win cooperation from organizations such as medical clinics, the welfare department, the Social Security Administration, and various city offices will be important attributes of the local sponsoring organization.

One of the functions of the sponsoring organization will be to serve as a resource to the community. Among the ways it can meet this responsibility are:

(1) Developing relationships with companies and public and private organizations which have pre-retirement programs.

(2) Consulting with existing community organizations to aid them in developing or enhancing their work with volunteers and/or older persons.

(3) Offering resources in the field of aging to the entire community.

In general, it is the feeling of most persons to whom we spoke in the course of this study that operation of RSVP by local organizations concerned primarily with poverty, such as community action agencies and welfare departments, is not advisable. We concur that the negative attitudes about community action agencies apparent in some communities (in particular, feelings about not wanting to be identified with "poverty") would make the community action agencies or welfare departments poor choices. We do not recommend that such agencies be barred from serving as local sponsoring organizations, but simply point out the problems involved.

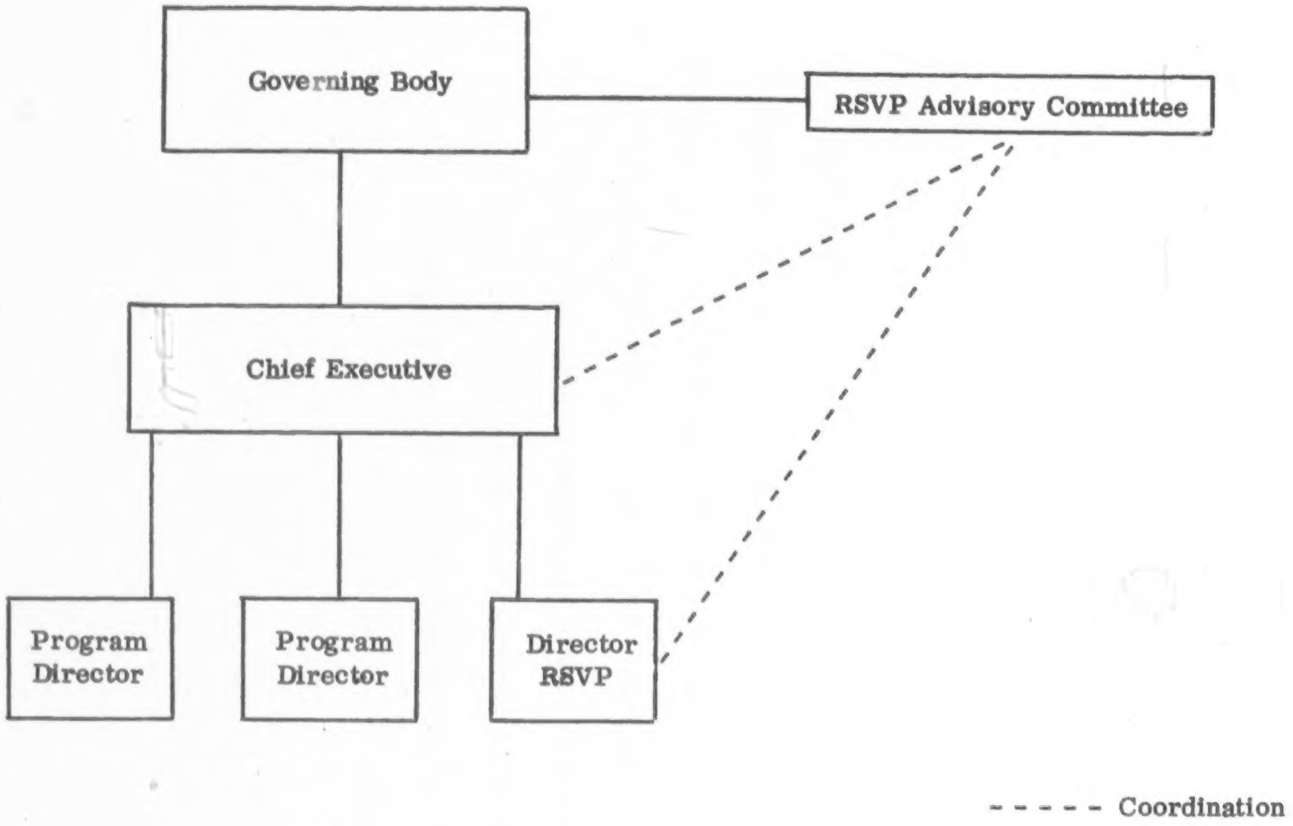
Governing Body
RSVP Advisory Committee
Chief Executive
Program Director
Program Director
Director RSVP
- - - - - Coordination

Figure 5. Organizational Chart Illustrating how the Retired Senior Volunteer Program can fit into the Structure of a Local Sponsoring Organization

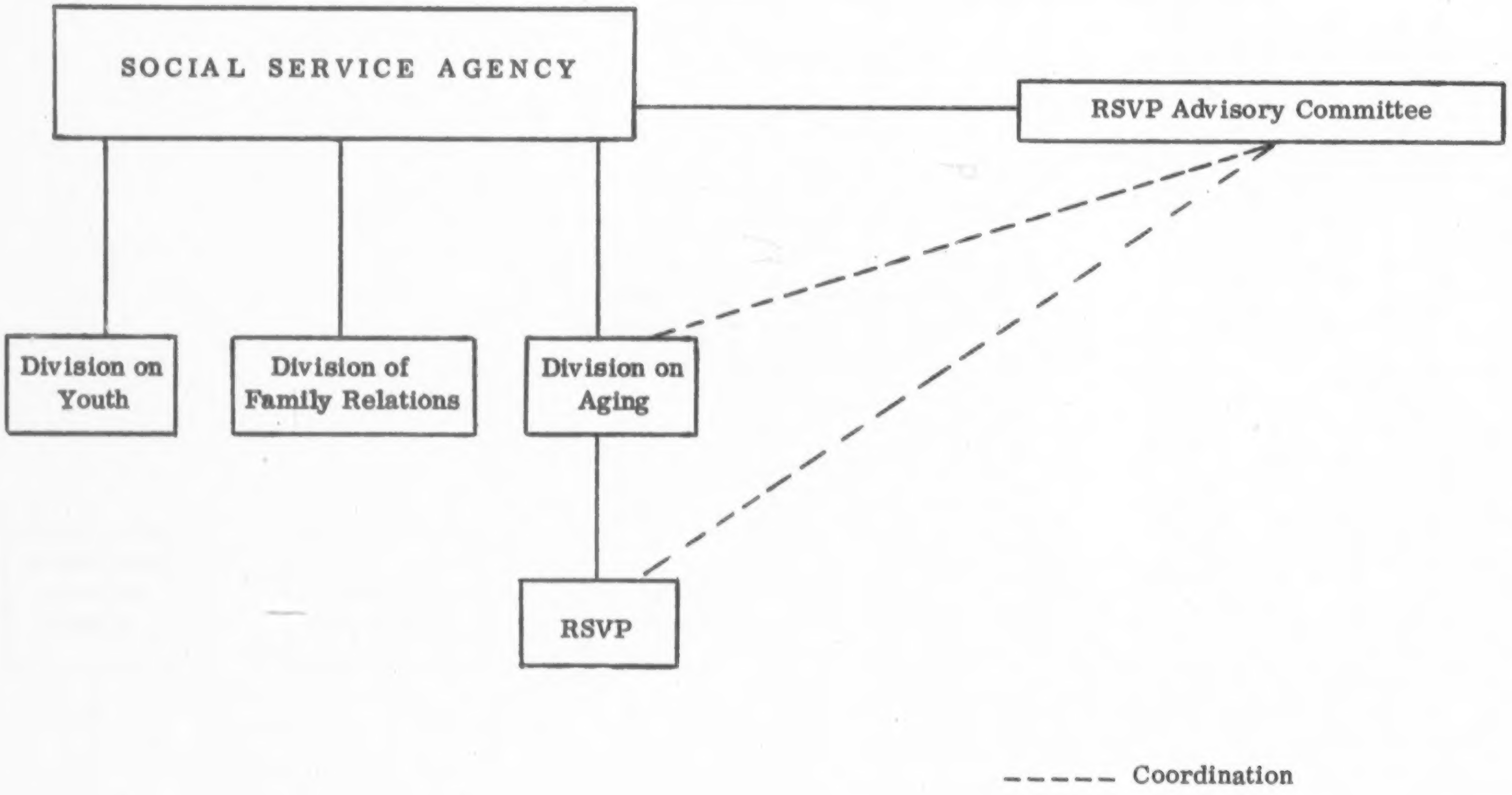
SOCIAL SERVICE AGENCY
RSVP Advisory Committee
Division on Youth
Division of Family Relations
Division on Aging
RSVP
----- Coordination

Figure 6. Organizational Chart of a Social Service Agency as the Local Sponsoring Organization for a Retired Senior Volunteer Program

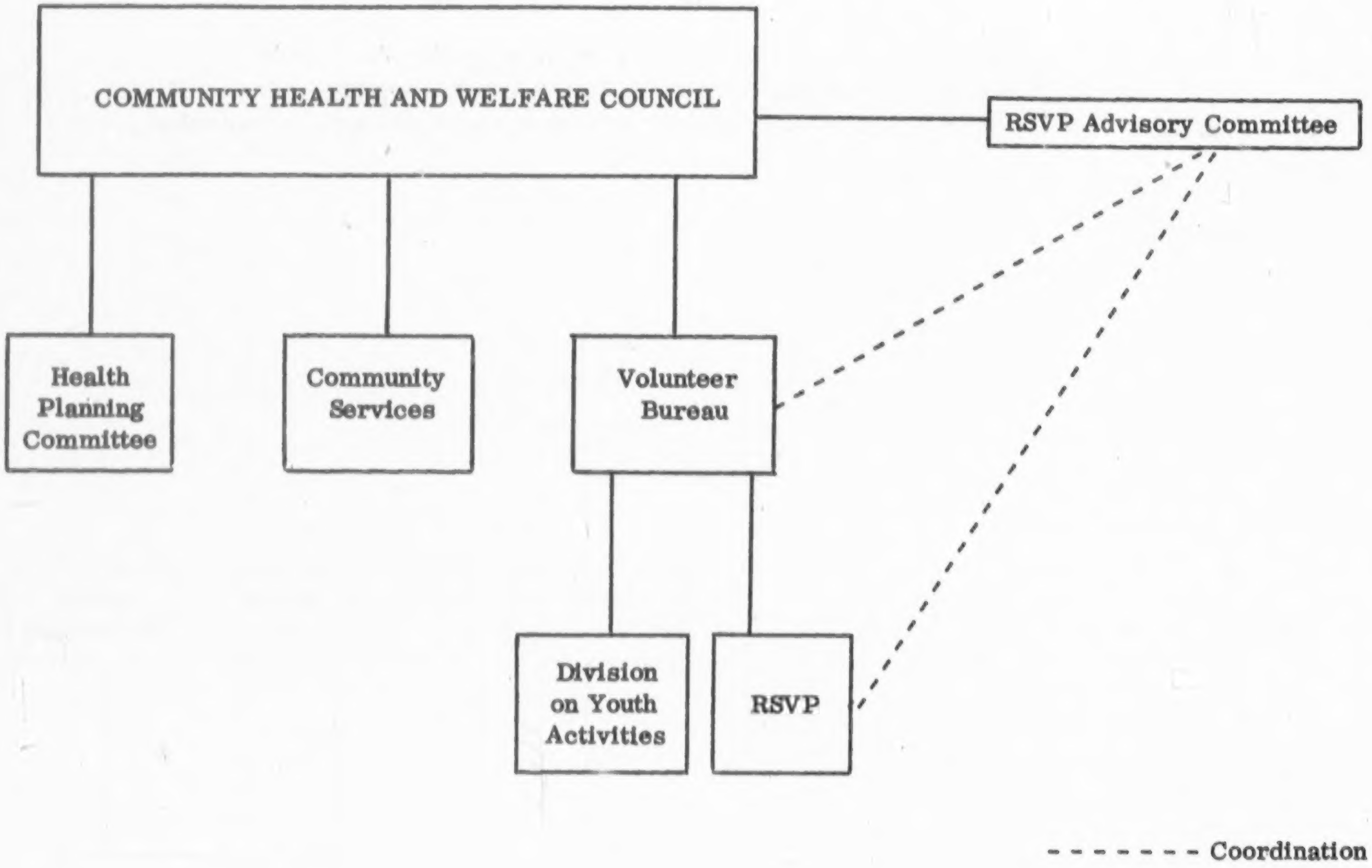
COMMUNITY HEALTH AND WELFARE COUNCIL
RSVP Advisory Committee
Health Planning Committee
Community Services
Volunteer Bureau
Division on Youth Activities
RSVP
- - - - - - - Coordination

Figure 7. Organizational Chart of a Community Health and Welfare Council as the Local Sponsoring Organization for a Retired Senior Volunteer Program

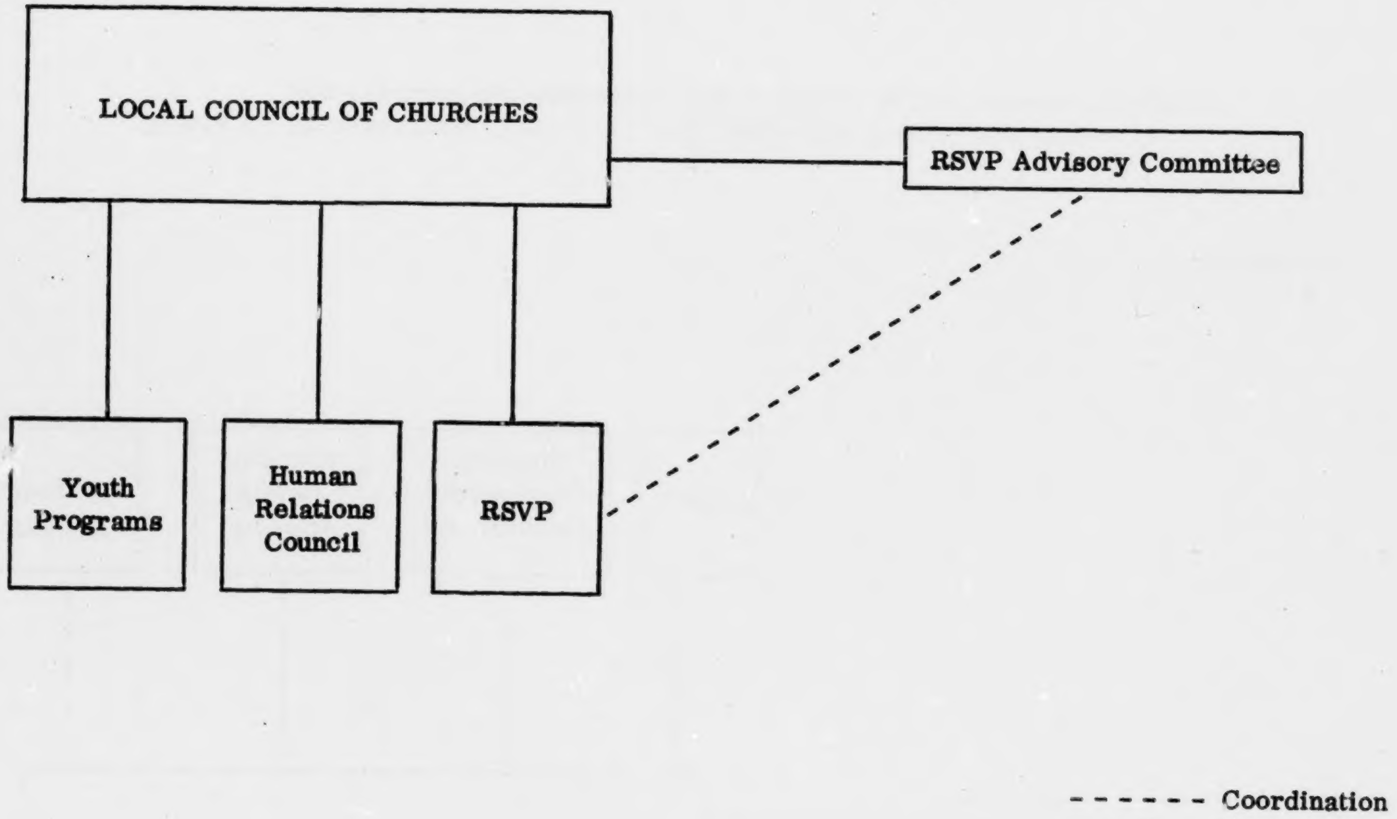
LOCAL COUNCIL OF CHURCHES
RSVP Advisory Committee
Youth Programs
Human Relations Council
RSVP
Coordination

Figure 8. Organization Chart of a Local Council of Churches as the Local Sponsoring Organization for a Retired Senior Volunteer Program

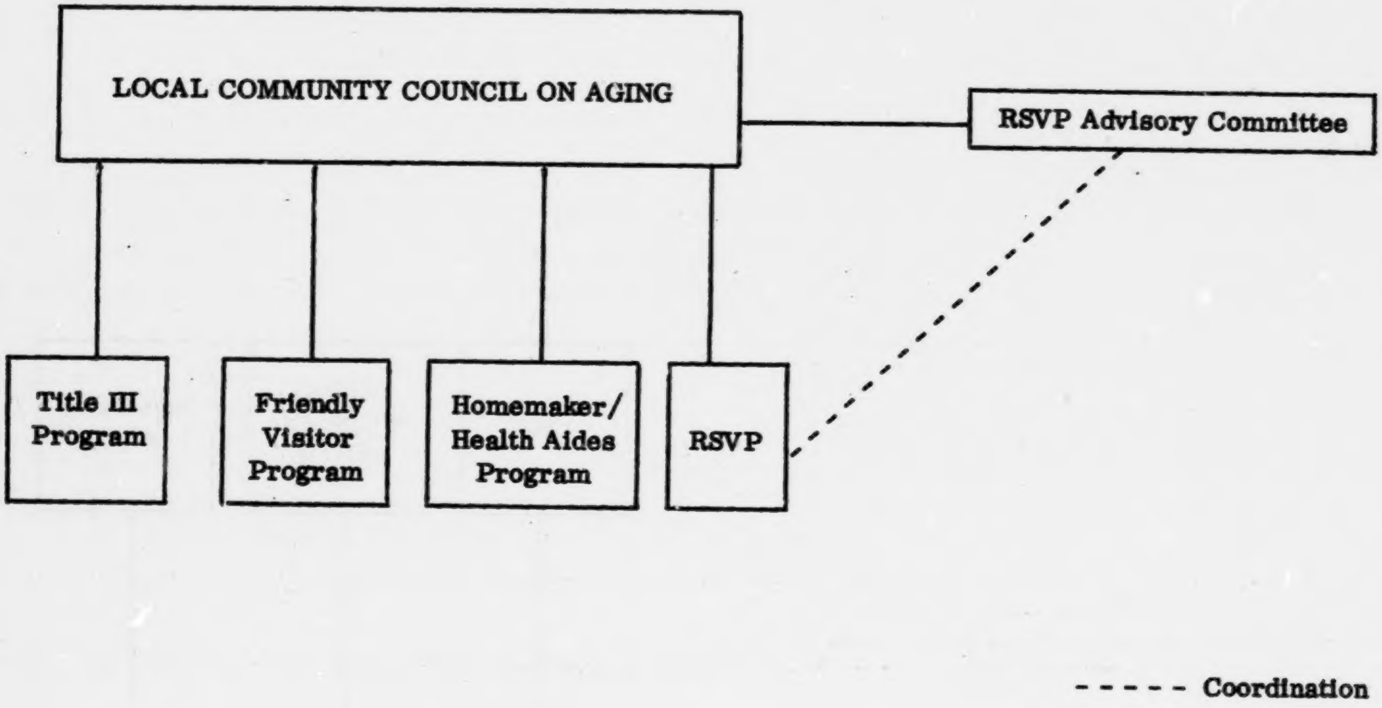
LOCAL COMMUNITY COUNCIL ON AGING
RSVP Advisory Committee
Title III Program
Friendly Visitor Program
Homemaker/ Health Aides Program
RSVP
- - - - - Coordination

Figure 9. Organizational Chart of a Local Community Council on Aging as the Local Sponsoring Organization for a Retired Senior Volunteer Program

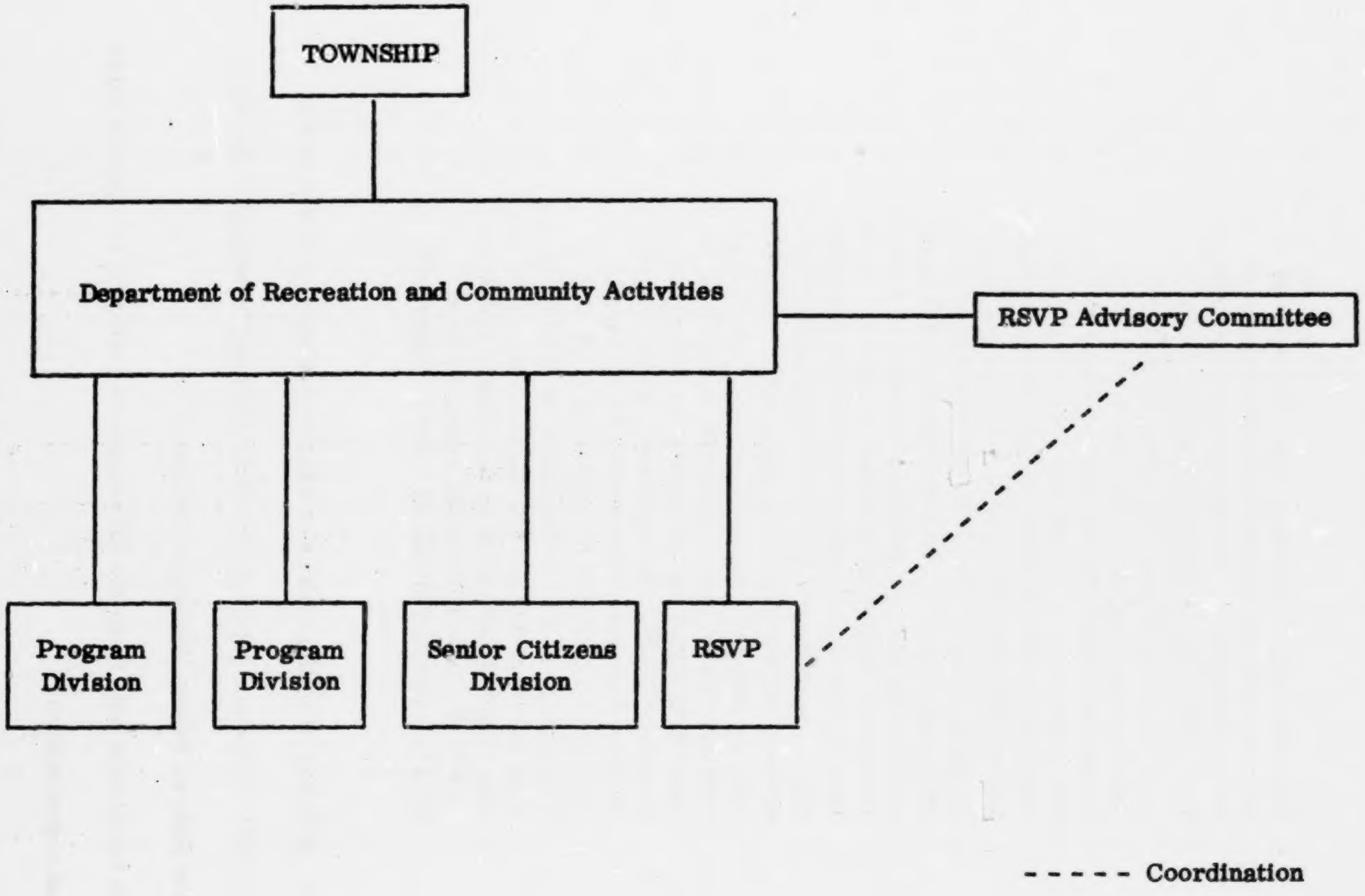
TOWNSHIP
Department of Recreation and Community Activities
RSVP Advisory Committee
Program Division
Program Division
Senior Citizens Division
RSVP
- - - - - Coordination

Figure 10. Organizational Chart of a Municipality as the Local Sponsoring Organization for a Retired Senior Volunteer Program

CRITERIA FOR PLACEMENT ORGANIZATIONS

> Retired Senior Volunteers shall be assigned only to public or private non-profit agencies or organizations. The officers and administrative staff of these placement organizations shall be committed to the value of volunteer service and of older volunteers, and willing to provide leadership on these matters within the organization. In addition, the organization shall (a) be able to offer volunteers appropriate and clearly defined assignments on a regularly scheduled basis, (b) designate a person within the organization to provide overall coordination of the program, (c) designate persons to provide on-the-job supervision of each volunteer, (d) be able to provide orientation and in-service training for volunteers, (e) be willing to accept volunteers without regard to race, color, creed, sex, or national origin, (f) be willing to accept volunteers with physical disabilities so long as their disabilities do not negatively affect performance in their assignments, (g) be willing to submit such reports as may be required, (h) have no intention of displacing staff with volunteers, and (i) be willing to work closely with the local sponsoring organization. The placement organization shall prepare and submit to the local sponsoring organization a detailed plan for fulfilling these requirements.

The capability of organizations to which volunteers are assigned to conduct a viable volunteer program for older persons is central to the success of the Retired Senior Volunteer Program.

The legislation sets forth the following sole criterion as regards these placement organizations:

> " ... services will be performed in the community where such individuals reside or in nearby communities either (a) on publicly owned and operated facilities or projects, or

> (b) on local projects sponsored by private non-profit organizations (other than political parties), other than projects involving the construction, operation, or maintenance of so much of any facility used or to be used for sectarian instruction or as a place for religious worship."

We believe there are several additional essential criteria that a placement organization should be required to meet in order to be eligible to receive Retired Senior Volunteers. They are as follows:

(1) The top administration of the organization must be fully accepting and supportive of the volunteer program and must impart this commitment to the entire staff. The volunteer program must be fully explained to the organization's staff and the roles of both volunteers and staff must be clearly defined. Status needs to be given to the volunteer program and it must be incorporated into the total operation of the organization. Without this commitment and leadership by the administration and a sincere belief in its value, a volunteer program in any organization will at best have limited success.

(2) The organization must designate a person on its staff to be responsible for overall administration of the volunteer program. In large institutions having a volunteer coordinator, this person would normally be the individual designated to be responsible for Retired Senior Volunteers assigned to the organization. In smaller settings, or in those organizations not having a volunteer coordinator, it will be necessary to designate a person responsible for RSVP. This person should be responsible for day-by-day as well as long-term planning, for

scheduling of volunteers, and for directing all aspects of the volunteer program (in cooperation with the local sponsoring organization).

(3) The organization must designate persons responsible for on-the-job supervision of volunteers.

(4) All staff who deal with Retired Senior Volunteers (on-the-job supervisors as well as the volunteer coordinator) must be receptive to working with older volunteers, and the supervision they provide must reflect a conviction that volunteers are performing an important function.

(5) The organization must provide for the training of the volunteers. An orientation session must be provided at the beginning of the volunteer's assignment to acquaint him with his role and his relationship to the organization. The organization must additionally provide regular in-service training related to assignments, and must be directly involved in the training process.

(6) The organization must provide appropriate assignments for volunteers. That is, it must be willing to assign volunteers to tasks that fill a real need within the organization, rather than tasks which are "busy work". It must also be receptive to using volunteers in innovative and creative ways. Each volunteer must be provided an individual interview in determining his assignment, and he must be assigned with consideration to his preferences, skills and capabilities. If it is at all possible, and the placement organization offers varied assignments, the organization should be open to changing assignments when this is indicated. For example, the organization should be receptive to volunteers taking on assignments of increasing responsibility.

(7) The placement organization must be willing to work closely with the organization sponsoring RSVP. Cooperative effort will be necessary in assigning, orienting, training, and supervising volunteers. There should be a clear understanding of the need for such cooperation and commitment to it.

(8) The organization must prepare a plan carefully detailing the commitments it is agreeing to undertake in accepting Retired Senior Volunteers. Specifically, this plan must include detailed descriptions of each job to which volunteers can be assigned, the number of volunteers required, the days on which they must serve, the hours of assignments, and provisions made for supervision and in-service training. This plan must be submitted to the local sponsoring organization before volunteers are assigned.

(9) The organization must agree with the purpose and intent of RSVP and be willing to abide by the specific guidelines for the operation of the program.

(10) The organization must not have any intention of displacing any regular employees as a result of accepting Retired Senior Volunteers for service, and should not assign duties to volunteers which staff should perform.

(11) The organization must be willing to accept individuals for service without regard to race, color, creed, sex, or national origin. The organization must also be willing to accept volunteers with certain disabilities, so long as the disability does not negatively affect his performance of the job to which he is assigned.

(12) The placement organization must agree to submit reports and participate in information and evaluation processes required by the local sponsoring organization or other agencies responsible for the Retired Senior Volunteer Program.

ELIGIBILITY CRITERIA FOR VOLUNTEERS

> All persons who are (a) 60 years of age or over and (b) willing to serve as volunteers on a regular and scheduled basis shall be eligible to participate in the Retired Senior Volunteer Program. There shall be no other criteria for eligibility.

The legislation authorizing RSVP states the purpose of the program very clearly: the Secretary is authorized to make grants "in order to help retired persons to avail themselves of opportunities for voluntary service in their community." The law further states that "only individuals aged sixty or over will provide services in the program."

It is our firm conviction that the intent of Congress, embodied in these passages from the authorizing legislation, was to establish a program whose prime focus would be filling the needs of older persons for involvement in their communities (rather than filling the needs of communities for certain kinds of service). It is our recommendation, therefore, that RSVP be developed so as to provide volunteer opportunities for all older persons who wish to serve.

Skill Requirement

We have encountered some people who argue that public funds must be used in such a way as to provide "maximum benefit to the community" and that, in the case of RSVP, this means most volunteers should be retired professionals or other persons with specialized skills. The assumption, often unstated, is that retired teachers, executives, nurses and the like can provide communities with greater service per dollar expended on the program.

Quite apart from our conviction that the intent of Congress does not permit such an emphasis, we question the validity of the assumption. The largest senior volunteer program in the country (Project SERVE), and one of the most successful, has recruited volunteers who are predominantly non-professional and without extensive formal education; many of them are women who have been housewives their entire lives. The first volunteers recruited by SERVE were assigned to Willowbrook State School for the retarded on Staten Island; there, they mend used clothing, feed and play with the children, work in the pharmacy, assist in recreational therapy. The value of services provided by these "non-skilled" volunteers is eloquently phrased by the coordinator of volunteer services at Willowbrook, Mrs. Elizabeth Hammond. Asked how many SERVE volunteers she could use, Mrs. Hammond replied: "There are 6,000 persons here; we could use 6,000 volunteers." Furthermore, preliminary research findings on the SERVE program indicate that volunteers of lower socio-economic status and least volunteer experience in the past have the highest retention rate.

And SERVE is not alone in demonstrating that older persons of every socio-economic and educational level can make substantial contributions to their communities. The Community Volunteer Project sponsored by the United Auto Workers Retired Workers Centers of Detroit, Inc. (1968-1970), has involved very low-income inner-city poor in a broad program of community service. (See Appendix D for a description of this project.) The Parksides Visitors program (co-sponsored by the UAW Retired Workers Centers and the Central Volunteer Bureau of Detroit) has enlisted poor, elderly residents of a low-income housing project to provide essential person-to-person services to fellow residents in need. (See reference to this project in the bibliography in Appendix F.) The Henry Street Settlement House in New York City has had similar experience; in a demonstration project it conducted in 1963-66, predominantly illiterate and unskilled older people served successfully as friendly visitors and met other needs in their neighborhood. (See the bibliography for reference to a report on this project, also.)

In view of this accumulated evidence that older persons with little formal education and no "skills" can give their communities significant and valuable service, we believe it would be a grave mistake for RSVP to give priority to developing volunteer opportunities for retired professionals. In fact, if any group is to be given prime consideration, it should be that group of older persons who have the greatest difficulty in availing themselves of volunteer opportunities now existing in their communities -- specifically, those older persons who, because they do not have a professional background or high educational attainments, are often thought to be of little value to their communities.

An additional and very important reason for making RSVP open to all who wish to serve is the need to counteract the repeated rejection that many older people experience -- rejection by families, by employers, by the wider community. The Retired Senior Volunteer Program should be the one certain place in a community where all older persons are truly welcome and truly valued, demonstrating to the community that older persons remain capable of contributing to the life around them and thus, hopefully, expanding the opportunities which the community spontaneously offers to its older members.

Time Commitment

It has been suggested to us a number of times that one criterion for eligibility for RSVP be the amount of time a person is willing to commit to service -- or, at any rate, that persons willing to commit more time be given priority over those who can commit less. We believe that if the intent of the program is to help all older persons avail themselves of opportunities for volunteer service, then the program must reflect this intent in all aspects of its policy. We recommend, therefore, that no preferential consideration be given to persons who are willing to serve a greater amount of time.

Older persons (like younger persons) vary greatly in physical condition, level of energy, and amount of time they can reasonably devote or want to devote to volunteer service. Since RSVP is, after all, a volunteer program, it seems unreasonable to demand commitment of a great deal of time. In fact, if one of the intentions of the program is to involve the largest number of older persons possible within the framework of a limited budget, there is some degree of justification for limiting the number of days per week a volunteer can serve rather than giving preferential consideration to those who can serve the greatest number of days.

We do believe, however, that some standard should be set for the amount of time a person must devote to the program in order to be considered a full-fledged Retired Senior Volunteer. Whatever the amount of time required, it must be understood by the volunteer as a firm and serious commitment which, barring illness or emergency, he is expected to honor. Understanding and acceptance of this commitment is an important aspect of the value of the program to the volunteer (as well as a necessary assurance to the organization to which he is assigned).

The exact amount of time required will have to vary somewhat with the nature of the volunteer's assignment. However, one day per week is the requirement in many senior volunteer programs. Ordinarily, this is not a full eight-hour day since it has been found that many older persons find more than five hours a day too taxing.

It may also be wise to require that a person contribute a minimum number of "days" of service (perhaps three) before he is officially considered a Retired Senior Volunteer. Project SERVE has used this device to good effect. It gives a new recruit opportunity to determine if he really wants to volunteer, reinforces to him the fact that he is making a serious commitment, and permits him to demonstrate his ability to accept that commitment.

Summary

Any person who is sixty years of age or over and who is willing to serve as a volunteer on a regular and scheduled basis should be eligible to participate in the Retired Senior Volunteer Program. There should be no other eligibility criteria. (It should be noted specifically that persons who are blind or otherwise disabled or confined to residential institutions would, under this policy, be equally eligible to participate in RSVP.)

The major implication of these requirements is that the nature of volunteer assignments developed within the community for RSVP must be so varied that any older person who volunteers can be given an assignment suited to his interest, education, background, and skill. This matter is treated in detail in later sections of this report.

Another, less apparent, implication is that there should be no formal "application" procedure for volunteers (although project staff will need some kind of registration form to obtain basic background information on each volunteer for the purpose of making assignments, evaluating the project, etc.).

RECRUITMENT OF VOLUNTEERS

> Recruiting for the Retired Senior Volunteer Program shall be undertaken only by the organization responsible for operation of the program within a local community. There shall be no recruitment effort at the state or federal level. Recruitment of volunteers shall be undertaken only after organizations within the community have agreed to accept volunteers in clearly defined and specified assignments. Recruitment efforts shall be directed at those groups of older persons most likely to be suited to the assignments available. Recruitment efforts shall not be designed to yield greater numbers of volunteers than there are assignments available. Recruitment techniques shall be responsive to the needs and fears of prospective volunteers, and will require a great deal of personal contact and follow-up.

It is obvious that success in recruiting volunteers is essential to the operation of a volunteer program. It is less obvious that recruiting older persons as volunteers poses special challenges - not the least of which is that many older persons are far from eager to be recruited. Among their concerns and fears are the following: that they will be rejected, that they have no contribution to make, that they will fail. Many older persons, especially those who have been isolated or inactive for some years, are fearful of unfamiliar places and of contact with unfamiliar persons. Many elderly widows have never assumed initiative outside their homes or borne major responsibility for decision-making; many older men believe volunteer work is "women's business." We have found that in the face of such attitudes traditional techniques for recruiting volunteers are almost invariably ineffective, and that creative and innovative ways must be developed simply to interest older persons in volunteering.

Although the specific recruitment technique adopted in any given situation must depend on the needs of that project and the types of volunteers being recruited, we believe there are certain basic principles which must be adhered to if recruitment efforts are to achieve the desired results. The most crucial of these is that recruitment efforts must not be undertaken until there are specific and clearly defined assignments for which to recruit volunteers. This means that RSVP project staff in a community must devote a great deal of time and effort to working with organizations in that community before beginning to recruit volunteers. Organizations must be persuaded of the value of senior volunteers, must be helped to develop clear descriptions of volunteer "jobs," must persuade their own staff to accept volunteers in these "jobs," must train their staff (at least briefly) in working with older people -- all before a single volunteer is recruited.

We believe this progression supports and encourages prospective volunteers, particularly if a wide range of types of assignments is developed. Specifically, a prospective volunteer can be offered an assignment clearly suited to his particular skills and, therefore, one which offers little risk of failure and none of rejection. He can also be offered some choice within available assignments, so that he may select one of special appeal to him within his skills. And, very importantly, he can be given an immediate assignment, so that his courage does not begin to wane. (Development of assignments before beginning to recruit also insures that organizations in which volunteers are placed are able to use the interests and skills of the volunteers more productively and to sustain them in their efforts. This subject is pursued in another section.)

Of course, recruitment efforts themselves should be directed at groups of older people most likely to be suited to the requirements of the volunteer assignments developed. And the techniques actually used should not be such as to yield larger numbers of volunteers than there are assignments available.

In our project visits to date, we have devoted considerable effort to exploring the relative effectiveness of various recruitment techniques. Analysis of some of the major ones follows below.

Mass Media

Most of the senior volunteer programs we have seen have used the mass media (television, radio, and newspapers) as one of a variety of techniques for recruiting volunteers. For the most part, however, especially in the early stages of a program, this method has proved relatively ineffectual in attracting substantial numbers of volunteers. The mass media approach appears to have a degree of success only with those older persons whose motivation to volunteer is already strong; it consistently fails to attract so-called "non-involved" older persons, those who could benefit most from a volunteer program such as RSVP.

The experience of the Volunteer Placement Service and Information Project for Older Americans in Eugene, Oregon (described in Appendix D) is a case in point. This project reports considerable success in attracting older volunteers through a weekly newspaper column describing various volunteer opportunities. All volunteers recruited in this manner, however, were more or less self-motivated. And project staff point out that the technique was successful only when the assignments advertised were clearly defined and described. Requests for volunteers to take on unidentified general volunteer assignments brought little response.

An additional caution is offered concerning the use of the mass media, especially in the early days of a program. In view of our contention that program development must proceed slowly and cautiously and that recruitment must be geared to the needs of the particular assignments developed, we feel that using the mass media may result in attracting the wrong type of volunteer for existing assignments. And, if this number should be large and assignments are not available, it could provoke serious problems with disastrous effects on the program as a whole.

While the mass media cannot be considered the prime method for attracting volunteers at any stage of a program, they can be very helpful in other ways once a program is under way. For example, they can be of great value in creating community awareness of a program and in establishing a climate receptive to other, more effective techniques. (See also the section on public relations.)

Recruiting from Senior Groups

Although organized "senior" groups would seem to be a fruitful source of older volunteers, many senior volunteer programs have found it difficult to recruit from them. Senior groups organized primarily for recreational purposes seem to pose particularly stubborn problems. On the basis of our visits to projects which have succeeded in recruiting volunteers from such groups, we have concluded that success hinges on a number of factors. Among these factors are the particular needs of the group being spoken to, the person who is doing the recruiting, what is being offered, the preliminary ground work which has been laid, and the follow-up provided. A simple recruitment speech is almost never effective.

Obtaining the full support of the director of the senior group center is especially critical. Many directors are resistant to efforts by outsiders to enlist "their" members in other activities. As the matter is stated in the final report of the United Auto Workers Retired Workers Centers, Inc., Community Volunteer Project:

> Agency staff play an extremely important role in working with senior volunteers, whether as the agency receiving the volunteers or as an agency involved with the seniors on other programs. On several occasions we noticed that the staff of an agency, such as a senior center, would be very protective of their members. According to

> the staff, they "didn't want their members to be taken advantage of" or we "shouldn't expect their members to get more involved". In some instances with staff of agencies, the staff of the Project was perceived as a threat to the existing program. The fears were that if their seniors became interested in something outside of their present program then they could not or would not participate in the existing program.

It has been found, however, that the initial resistance of many directors dissolves when they see a volunteer program as an additional opportunity for their membership and not as competition to the center. Project SERVE, for example, has encouraged existing groups of older persons who do not have a program of community service to incorporate such service into their regularly scheduled activities. One result of this effort is that the senior citizens club of the Presbyterian Church of Jamaica, New York serves at a local hospital one day a week as part of its regular club calendar; for members of the club who wish to participate, every Tuesday is automatically SERVE-at-Creedmoor-State-Hospital-Day.

Recruitment from a senior group is also aided by actively involving a few key members of the group in organizing and conducting the effort. A key member who is supportive of the program can provide invaluable assistance in interesting others in volunteer service.

Convening of Neighborhood Meetings

Another technique which has been employed by several projects is the holding of neighborhood meetings on a subject of general interest to senior citizens in the community. Members of senior clubs, churches, housing projects, and various citizens' organizations in the neighborhood are invited to attend. Many persons using this technique have found that, in order to insure good attendance, it is important to organize the meeting around a theme other than volunteer service. Those attending the meeting are told about volunteer service, but it is not advertised as the prime focus of the meeting.

Project SERVE has used this technique with special success. They have found, however, that in order to insure maximum interest in volunteering, it is important to follow up the neighborhood meeting with an opportunity to learn about volunteering on a more first-hand basis. Thus, they offer a "look-see" tour of an organization in which assignments have been developed. No attempt is made to obligate persons to volunteer for service at the neighborhood meeting; they are simply invited to participate in the tour. SERVE staff members stress that few people actually sign up for volunteering at the meeting, but many are willing to go on a tour. (This same observation holds true for recruiting from senior clubs.) SERVE staff have also found that most persons who participate in a tour do volunteer.

The "Look-See" Tour

This technique is especially effective with older persons because many are so hesitant to sign up for anything without first-hand knowledge. As employed by SERVE, the look-see tour technique involves taking people from a particular neighborhood on a tour of a particular organization in order to acquaint them with that organization and the range of assignments available within it. They are thus offered the opportunity to see at first hand the kind of assignments in which they could serve.

SERVE staff point out that it is important to adhere to the following practices when offering a tour:

(a) The tour must occur within a week of the neighborhood meeting.

(b) Persons who sign up for the tour must be sent reminder cards during the week.

(c) Persons taking the tour must be asked to commit themselves to volunteer service immediately after the tour -- otherwise they will never volunteer.

It has also been SERVE's experience that prospective volunteers should not be taken on a tour of more than one organization, since too much freedom of choice often confuses the prospective volunteer and leads him to decide not to volunteer at all. But SERVE's volunteers are recruited primarily from lower educational and socio-economic levels, and it is not clear whether too much choice creates special problems only for this group or whether it presents a problem for most older persons.

The importance of the look-see tour is emphasized by other organizations as well. A report on the Senior Service Corps sponsored by the National Council of Jewish Women in Los Angeles states the problem as follows:

> Slowness of recruitment through the usual publicity ... forced the project to try other ways to draw older people into the program. In many instances, it was difficult for individuals to visualize what actual volunteer work was like, especially if they had

> never done similar work before. To overcome this problem, tours were arranged with various agencies. Interested older adults were invited to see for themselves what kind of volunteer work was being done and to hear about the agency program from the director of volunteers. This method of recruitment proved to be quite effective.

(See Appendix F for a bibliographic reference to this project and Appendix E for a general description of the National Council of Jewish Women's Senior Service Corps program.)

The United Auto Workers' Community Volunteer Project in Detroit has been successful with an interesting variation of the look-see tour:

> In the area of recruiting, one of our most successful techniques used in interesting senior groups in our programs has been with the aid of a slide projector and camera. Since it is often impractical to take large groups of persons on an extended tour of facilities or an agency, we essentially took the facilities to them.
>
> We took our camera to nursing homes, schools, agencies and throughout the community. When we talked to seniors in small or in large groups with the aid of the colored slides, we showed them the type of program we were discussing. We showed them the type of jobs they could do, pictures of the youngsters or the nursing home resident they would be working and pictures of the people they would be working with. This served several purposes. First, we have already mentioned how practical this method is. This is especially important to senior groups. Secondly, this is an excellent screening device. As one goes through the various programs, via the

> slide projector and discussions, it gives the seniors a chance to consider the type of program that might interest them. Another reason is that many smaller agencies are not set up to handle tours or visitors, and of course, this type of presentation is much more interesting to the group with whom you are talking. However, after the initial screening, a visit by the interested seniors to that facility is essential.

Mobile Recruitment Office

The Age Center of Worcester (Massachusetts) and the Los Angeles Senior Service Corps program have both experimented with the concept of a mobile recruitment office. Recognizing that older persons rarely come looking for volunteer opportunities, both projects have used a recruitment bus to go looking for volunteers. The staff of the Age Center of Worcester, however, found that some enticement other than the opportunity to volunteer must be used to attract persons into boarding the bus; they offered identification cards entitling senior citizens to reduced admission prices at movies. Their finding coincides with the observation of SERVE staff that neighborhood recruitment meetings attract greater numbers if they are organized around a theme other than volunteering. (If the organization operating RSVP in a local community offered other services to older persons in the community, these services could be used as attractions in recruiting volunteers.)

Although a recruitment bus can be an effective aid in recruiting, the experience of the Los Angeles Senior Service Corps suggests that a smaller vehicle (a minibus, for example) is more practical. The large size of the bus used in Los Angeles limited the number of locations at which it could be parked. Additionally, it required an especially qualified driver, thus eliminating the possibility of using volunteer assistance.

In using a mobile recruitment office, as in using other techniques, it is essential to be able to offer prospective volunteers a ready-and-waiting assignment.

Recruitment from Churches

Many senior volunteer programs have attempted to recruit from the membership of local churches. This approach presents many of the same difficulties as recruiting from senior groups - and meets with mixed success.

Obviously, the full support of the clergy is essential. But it is also important to enlist the support of key lay persons. The Five-County Crosslines project we visited in Iowa (see Appendix D for description) has found that even those ministers who strongly support a volunteer program are often too busy to become really involved in recruitment efforts and that it is necessary to have a lay leader "carry the ball" and make contacts on behalf of the volunteer program within the congregation. A speech at a church meeting by an "outside" recruiter for the volunteer program is usually ineffective, but an appeal by a key lay member (or a minister) followed up by direct personal contact with members of the congregation has been used successfully by the Crosslines project we visited. It has also been found that the more specific an appeal is (that is, the more detail it provides about assignments), the more effective it is. Of course, following up on the original appeal with personal contact is crucial.

In rural areas with few organized groups or associations, churches and church meetings can be central to the life of a community and, thus, a major channel for reaching its older population.

An intensive approach to voluntary work by church members has been developed in Athens, Georgia, and surrounding rural areas. (See Appendix D for a description of this project.) A special church service was held in one of these rural communities, at which the church rededicated itself to service in the community. This service led to a decision by the official body of the church to concentrate on a voluntary ministry to the aging. Volunteers from the congregation (aged 12 to 80) attend church-conducted training sessions before beginning their community service; the training has a human relations emphasis.

A large proportion of the older volunteers throughout the Green Hills area (nine counties) around Trenton, Missouri, are involved in voluntary service because they are a part of a group within a church concentrating on a particular service project to the community. In these cases, "recruitment" is totally informal, and one hesitates to use the terms "recruitment" or "volunteer". (See Appendix D for a description of this project.)

The Personal Approach

By far the most effective method of enlisting older persons in volunteer service is person-to-person contact. It is the absence of such contact which causes the failure of such techniques as public speaking and appeals through the mass media. Over and over again, the directors of the projects we visited for this study have emphasized that an older person must be approached individually, his concerns and fears must be allayed, and he must be made to feel that he as an individual is needed and can offer a worthwhile service. The final report of the Volunteer Placement, Service, and Information Project for Older Americans makes the point as follows:

> (The) single most successful recruiting method is the personal appeal to the potential volunteer which offers assurance that a sincere search will be made for the most suitable volunteer assignment for that particular volunteer.

Who Recruits?

Earlier in this section we pointed out that recruiting should be undertaken only after the organizations in which Retired Senior Volunteers will be placed have been prepared to receive them; we put special emphasis on the need to develop clear definitions of the "jobs" to which volunteers will be assigned within those organizations before recruiting begins. We cannot overstate the importance of this requirement; many senior volunteer programs have failed because they put first priority on recruiting and only later worked with prospective placement organizations to develop assignments. The Retired Senior Volunteer Program must not make this mistake.

We also noted that recruiting efforts must be directed at older people who are likely to be suited to the requirements of the assignments developed, and that (to be effective) recruiting must involve personal contact with prospective volunteers. For all these reasons, we recommend that recruiting occur only at the local level and be conducted only by the organization responsible for operation of RSVP within that community.

The process of developing RSVP, as we view it, is intimately related to the needs, capabilities, resources, and desires of local communities. We can conceive of no death blow more certain than allowing recruitment for RSVP to be conducted by federal or state officials. Such recruiting would burden local projects with the wrong types of volunteers at the wrong time in the wrong quantities, play havoc with rational program development, and arouse hopes and expectations it may not be possible to meet. Therefore, it must be very clearly established policy that no recruiting effort will be made at the state or federal level. Federal and state officials can, however, play an important supporting role in the recruiting efforts of local RSVP project staff by educating major public agencies and private non-profit organizations about the needs and capabilities of older persons, the existence and purposes of RSVP, and the potential value of the program to organizations in which volunteers serve. Then when these agencies and organizations are approached on the local level, by local RSVP staff, the concept of RSVP will not be alien to them.

Although we have said that recruitment for RSVP should be conducted only by the organization responsible for operating the program within each community, we want to point out the important assistance which can be offered by individuals and organizations within that community.

Especially in inner-city and rural areas it is essential to involve indigenous people in recruitment efforts. The director of the Martens Recreation Center neighborhood friendly visiting program located in an inner-city area of Detroit says: "One of the keys to recruitment and organizing this program in this neighborhood is using indigenous people." In inner-city areas such persons often serve as paid aides to a program. The Henry Street Settlement House demonstration project, for example, hired a Spanish-speaking staff person to help organize a volunteer group of Spanish-speaking residents of the area. In rural Iowa, Project Crosslines relies heavily on key persons in the community who (on a voluntary basis) help in the recruitment effort. And staff of the United Auto Workers' Community Volunteer Project felt that if they had identified three or four leaders in the high-rise housing project from which they were trying to recruit volunteers their recruiting efforts would have been successful.

Members of various community organizations can provide invaluable assistance in locating and recruiting potential volunteers. Among the organizations which can be helpful to RSVP in this way are local units of the National

Council of Jewish Women, American Red Cross, Church Women United, Chamber of Commerce, and many civic groups. Local volunteer bureaus, many of them associated with the United Way and increasing numbers of them working with the National Center for Voluntary Action, can also be of assistance. A key member of each of these organizations should certainly be contacted by local RSVP staff.

The private business sector, especially those companies which encourage employees to continue to participate in community life after retirement, can be especially helpful. Maintaining relationships with personnel directors and pre-retirement groups is therefore advisable. Associations of retired persons (for example, associations of retired government employees, labor union members, and others) can be a continuing source of senior volunteers.

An important source of potential volunteers (which should not be overlooked) is a community's physicians. Several project directors have told us that doctors are especially effective in convincing older persons that volunteering would be good for them.

Finally, once a program is under way, the best recruiter by far is a satisfied volunteer who can speak warmly of his own experiences. The Age Center of Worcester used senior volunteers in this capacity on their bus recruitment campaign to good effect. SERVE routinely uses this method at recruitment meetings. Another method which has been used effectively by SERVE is encouraging volunteers to bring a friend along on their day of volunteer service to see what volunteering is all about; most people who are introduced to volunteer work in this way decide they, too, will volunteer.

How to Make Volunteering Attractive

The experience of many existing senior volunteer programs indicates that older persons are more attracted to volunteer service if certain basic conditions are met. We believe recruitment for RSVP must proceed with these "essentials" as its basis. Specifically, an older person is more inclined to find volunteering attractive if:

(a) he views the assignment offered him as meaningful;

(b) he views the assignment offered him as needed by the organization in which he would serve and by the community at large;

(c) the assignment offered him is based on his personal needs and preferences;

(d) there is no danger of being rejected as unsuitable or incapable;

(e) there is no formal training period;

(f) transportation to and from his assignment would be provided;

(g) he would be reimbursed for essential expenses such as lunch and transportation which he might incur in service and would incur no additional, non-reimbursable expenses.

These requirements are all discussed in some detail in other sections of this report.

ASSIGNING VOLUNTEERS

Assignments shall be made only to organizations which (a) welcome the services of older volunteers and (b) are willing to provide supervision and training. The assignment given to each Retired Senior Volunteer must be (a) meaningful to him, (b) needed by the organization in which he serves and by the community at large, (c) appropriate to his individual skills, needs, limitations, and physical condition, (d) easily accessible to him. Local RSVP project staff shall develop assignment opportunities of sufficient variety to meet these conditions for every older person who wishes to serve. In general, assignments should be such that volunteers work in the company of other people. The types of assignments developed within a community shall be based on the needs and characteristics of that community; there shall be no nationally established priorities. However, no Retired Senior Volunteer shall be assigned to (a) activities in his own senior center or senior club unless the activity he performs is of benefit to the community at large rather than the club itself or (b) a site where other older "volunteers" are being compensated for providing a similar service. In order to determine the best possible match between volunteer and assignment, each volunteer shall be interviewed both by a staff member of the organization operating RSVP in his community and by a staff member of the organization to which he is eventually assigned. Volunteers shall have a substantial voice in determining their own assignments. Final authority for approving assignments shall rest with RSVP staff. Regular meetings shall be held between RSVP staff and appropriate staff of each placement organization in the community; RSVP staff shall also hold regular meetings with volunteers and visit them on their assignments. Assignments shall be reviewed periodically, and the opportunity for change of assignment shall be provided. No limit shall be placed on the number of years which a person may serve as a Retired Senior Volunteer. The amount of service required shall vary with the nature of the assignment and the energy of the volunteer; a portion of one day per week is the usual requirement in existing senior volunteer programs. Volunteers shall be expected to attend regularly.

There are several major considerations which must be taken into account in assigning senior volunteers. Many of these points are important in assigning volunteers of any age, but they are especially critical for senior volunteer programs.

Major Considerations in Assigning Senior Volunteers

(1) The assignment must be meaningful to the volunteer and meet a real need in the community.

It is imperative that the activities to which a volunteer is assigned give him a feeling of accomplishment and of doing something worthwhile. Unfortunately, there is no single standard of "meaningful-ness". For some older volunteers an assignment offering direct person-to-person contact is the only kind of meaningful activity; for others, an activity such as mending children's clothes is just as meaningful. It is important that this fact be understood by all persons responsible for developing assignments for RSVP, for both types of assignments must be available to offer to prospective volunteers. At the same time, project staff must be sensitive to helping volunteers feel that each person's assignment, no matter what it may be, is just as important as that of everyone else.

It is also imperative that the activity to which a volunteer is assigned fill a real need in the community and in the organization to which he is assigned. Neither the volunteer nor the organization must view the assignment as busywork or a burden. The assignment must not exploit the volunteer nor displace staff.

(2) The assignment must be appropriate to the talents, skills, needs, limitations and physical condition of the individual volunteer.

Older persons exhibit as much variation in skills, talents and needs as do younger persons. This individuality must be carefully considered in making volunteer assignments. If a volunteer proves ill-fitted for his assignment (whether because it is too difficult for him or not challenging enough), there is great danger he will drop out of the program.

It is obvious that if assignments are to be appropriate to the skills of individual volunteers a wide variety of assignment opportunities must be available. *For example, there must be assignments available for those who want to give direct service to others as well as for those who are not comfortable in a one-to-one relationship, for those who prefer to be physically active as well as those who must remain sedentary, for those who wish to move about the community as well as those who want to work in a small office. Not everyone can provide all types of service, but virtually everyone can provide some service. Even severely disabled older persons can participate actively and effectively in volunteer programs. Many already do. We know of volunteer projects in which persons with multiple sclerosis make telephone reassurance calls, blind persons fold bandages and stuff envelopes, persons

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*Refer to the project descriptions in Appendix D and E for examples of the range of assignments currently being filled by older volunteers in existing programs.

who walk only with canes or braces give tender loving care to institutionalized children, and persons living in nursing homes mend clothing used by patients in a large mental hospital nearby.

Requiring that a wide variety of assignment opportunities be developed does not imply that RSVP project staff should necessarily develop these opportunities in a large number of different types of institutions. The need for a variety of assignment opportunities can be fully met by developing RSVP assignments within only one or two organizations - if the needs of the organization are sufficiently varied. In fact, this alternative is more in keeping with the recommendations we make on program development in an earlier section. Illustrations of the range of assignments which can be developed for older volunteers within a single institution follow below.

(a) Within a high school,

men experienced in metal and woodworking can assist teachers in industrial art classes,

housewives can share experience in cooking classes,

retired businessmen can lecture on current events,

a volunteer with background in photography can conduct a class in this subject,

volunteers fluent in a foreign language (perhaps their native tongue) can help students with conversation, and

other volunteers can help keep school files up-to-date.

(b) Within an institution for the retarded, volunteers can

teach patients to knit and sew,
help feed children and play with them,
sort and display clothing donated for use by patients,
conduct dance classes and exercise sessions,
play cards and games with patients,
do clerical work, and
assist in the pharmacy.

(3) Volunteers should be assigned only to organizations where their services are welcome, where staff members are receptive to older volunteers, and where good supervision and continuing training are provided.

It is of paramount importance that Retired Senior Volunteers be successful in their assignments. The volunteer experience must be a positive one for them or the program will lose their services. This observation holds true for volunteers of all ages, but is especially true of older persons, many of whom have lost confidence in themselves and in their ability to perform socially useful functions. For this reason we recommend not only that the skills of prospective volunteers be carefully matched with the requirements of their assignments, but also that the organizations to which they are assigned be required to help them succeed. Competent supervision and continuing training are major components of such assistance. They are treated in greater detail in later sections of this report.

(4) Assignments should be easily accessible to volunteers.

Again and again, directors of volunteer programs have emphasized to us the importance of considering the availability of transportation before assigning older volunteers. Almost without exception, the directors of volunteer bureaus whom we contacted for this study also mentioned lack of adequate transportation as one of the primary obstacles to developing volunteer opportunities for older persons. And older volunteers themselves cite transportation as a major hazard and problem. The difficulty is no less severe in urban than in rural areas - and where transportation is available the cost is often prohibitive (even on a once-weekly basis) for older persons with small incomes. The implications of this problem for the Retired Senior Volunteer Program are explored in a later section of this report.

(5) In general, assignments should be such that volunteers work in the company of other people.

Many persons to whom we have spoken stress the fact that since older persons are often isolated and lonely, their volunteer experience should provide them an opportunity to socialize and make new friends. When the group approach to a volunteer program is used, association with others is an integral part of the program. The support of one's peers offered by this approach has been an important element in the success of Project SERVE. The importance of peer group support is also stressed by the community volunteer project sponsored by the United Auto Workers Retired Workers Centers in Detroit. When the group approach is not used, association with others can, of course, still be provided. This association need not be only with one's peers. In fact, many people feel that older persons benefit greatly from working with people of all ages. The Telephone Pioneers of America which considers group effort as key to its community service activities stresses the value of all age groups being provided the opportunity to work and socialize together (for descriptions of these projects refer to Appendix D and E).

We do not mean that volunteers should not work by themselves if they desire to do so. For the most part, however, association with others seems to be beneficial, supportive, and conductive to the success of senior volunteers.

Priority Assignments

Some persons with whom we have talked express concern about the types of assignments to which RSVP should give first priority. Among the questions they ask are: Should emphasis be placed on developing certain kinds of programs rather than others (i.e., school programs rather than juvenile court programs or hospital programs)? On assignments involving person-to-person involvement or on those which are more task-oriented? On those involving service to the elderly or service to children?

We feel very strongly that the assignments developed within a community must flow from the needs of that community and the characteristics of its older population. In fact, we think it simply unrealistic to speak of establishing national priorities for the types of assignment opportunities to be developed. What is appropriate for one community is not always appropriate for another.

As pointed out earlier, it is also unrealistic to speak of placing priority on assignments involving person-to-person contact. Some older persons are capable and desirous of such contact; others are not. Some may not want person-to-person involvement when they first volunteer but, as they gain self-assurance, may be willing to try. The important point is that assignments be appropriate and meaningful to the individual older person performing them and that they fill a community need - not that they involve person-to-person contact.

Stating the matter very bluntly, we believe that a program which does not offer a broad choice of assignments should not be funded for RSVP, even though the one or two types of assignments it does offer would fill a community need and be appropriate for some types of volunteers. The purpose of RSVP must remain sharply focused on filling the needs of all older people who can benefit from volunteering - and no one type of assignment can possibly fill the varied needs or be appropriate for the varied talents of all the older people in a community.

Inappropriate Assignments

Although we recommend that the types of assignments developed for RSVP be determined within each local community (and that no national priorities be established), we do believe that certain types of assignments are so inappropriate to the purposes and guiding principles of RSVP they should be officially prohibited. There are also circumstances under which it would be simply unwise to assign volunteers. Therefore, we make the following recommendations:

(1) No Retired Senior Volunteer should be assigned to activities in his own senior club or senior center unless the activity he performs is of benefit to the community at large rather than the club itself.

The purpose of RSVP is to give older persons the opportunity to provide volunteer service to the community. An activity performed for one's club is not really a service to the community, but to one's own group or oneself. Therefore, for a volunteer activity within a senior club or senior center to be considered appropriate for RSVP, it should clearly be of service to the outside community. Among the types of senior club acticities we feel are not legitimate for Retired Senior Volunteers are: helping in the kitchen of the senior center, decorating the center, or making articles for the center itself. Other activities which can be performed within a senior club or center are perfectly legitimate for Retired Senior Volunteers. Among these are activities such as making telephone reassurance calls to the community and mending clothes used by retarded children living in an institution within the community.

It is important that RSVP activities within a club or center be held on a regularly scheduled basis, that the number of hours which volunteers serve is recorded, and that volunteers maintain a definite commitment to their assignments. The program must not be permitted to degenerate into a casual, drop-by-when-you-feel-like-it activity.

(2) No Retired Senior Volunteer should be assigned to a site where other older "volunteers" are being paid wages for performing a similar service.

The foster grandparents program operating in many large state institutions is a conspicuous example of a program which compensates older persons for services virtually identical to those which Retired Senior Volunteers might perform. We feel the possibility of friction, jealousy, and resentment developing between paid and unpaid "volunteers" in such circumstances is so great that it should be, as a matter of policy, avoided completely.

Assignment Process

Assigning Retired Senior Volunteers should be a process of selecting from among the available assignment opportunities a "job" which seems well-suited to each individual volunteer. Since recruiting will not have been undertaken until a wide variety of clearly defined assignments have been developed within local placement organizations and will have been directed at older people likely to be suited to the requirements of these assignments, there should (in general) be an assignment suited to and immediately available for each recruit. In order to accomplish the best possible match of volunteer and assignment, we recommend that each volunteer be interviewed both by a staff member of the local sponsoring organization and by a staff member of the organization to which he is eventually assigned.

The volunteer should be intimately involved in the assignment procedure and should have a substantial voice in determining his own assignment. But volunteers are frequently unclear about where their talents lie and where they wish to be assigned. (Taking prospective volunteers on a tour of an organization to which they can be assigned exposes them to the full range of opportunities available within that organization and can be very effective in helping them make some determination.) Of course, wrong decisions are sometimes made even with the assistance of a skilled interviewer; in such cases, volunteers should be able to move to another assignment within the same organization or, if it is in the best interests of the volunteer and can be arranged, to another organization.

The purpose of the interview with local RSVP staff is primarily to determine to which organization the volunteer should be assigned. The importance of this interview, especially when volunteers are being assigned on an individual basis to organizations in the community, hardly needs to be stressed. The interview with staff of the placement organization is primarily for the purpose of assigning the volunteer to a specific "job", and of course should be directed at finding the "job" which offers him greatest assurance of success. The placement organization always has the prerogative of turning down a volunteer. But this should, indeed must, be a rare occurrence. RSVP will fail in its most basic purpose if it becomes simply a referral agency and exposes prospective volunteers to risk and rejection. Careful prior interviewing of volunteers by local RSVP project staff is, therefore, imperative. Group assignment of volunteers is also a protection; the needs of large organizations or institutions are so varied that a place can be found for anyone. The ideal situation is concurrence on the assignment by volunteer, placement organization, and RSVP staff. As a protection for the volunteer, final authority for approving assignments must rest with the RSVP staff. If a change in a volunteer's assignment is contemplated by the placement organization, RSVP staff should be informed and should determine whether the proposed assignment is appropriate for the volunteer and in his best interests.

Regular meetings should be planned between RSVP staff and appropriate staff of each placement organization in the community. RSVP staff should also schedule periodic meetings with volunteers and visit them on their assignments to resolve conflicts, answer questions, offer praise, obtain suggestions, and see that volunteers are satisfied. The importance of this type of follow-up on assignments, both with volunteers and placement organizations, cannot be overestimated; many volunteer programs fail for not providing it.

Duration of Assignments

We recommend that no limit be placed on the number of months or years over which a person can be a Retired Senior Volunteer. Volunteers should be encouraged to serve as long as they are capable of doing so. We also recommend that the duration of specific assignments be left flexible. Some assignments will be on a short-term basis (for example, interviewing local citizens for a consumer information survey), while others will be of indefinite length. If a volunteer is assigned to a short-term project it is imperative that provision be made for a subsequent assignment and that no time be allowed to elapse between assignments.

As we mentioned in the section on eligibility, no rigid formula can be devised for determining how much time per week or month a Retired Senior Volunteer should serve. The energies of the individual volunteer and the nature of the assignment should be the guiding factors. We suggest, however, that with rare exceptions assignments be developed which offer the opportunity to serve once a week, for perhaps four or five hours.

Volunteers should be expected to view their assignments as commitments and, therefore, to attend regularly. Project SERVE demands attendance at least twice a month. Many studies show that senior volunteers are significantly more faithful, less frequently ill, and more regular in attendance than volunteers of other age groups. But emergencies, illness, and opportunities to travel do arise, and should be expected. We do not think a volunteer who is ill for several months and unable to serve should lose his standing in the program. The important point is establishing an expectation that attendance will be regular.

We also recommend a periodic review of each volunteer's assignment to determine his satisfaction with his assignment, to set new goals "on the job", and to provide an opportunity for change of assignment. A volunteer should not be forced to change or enlarge his assignment, for such changes can break ties and greatly reduce the security and satisfaction he derives from volunteering. But, in order to foster growth and learning, the opportunity for change must be provided.

TRAINING OF VOLUNTEERS

> Retired Senior Volunteers shall be provided such training as is appropriate to their assignments. This training shall be largely in-service and shall be a continuing process; formal training of any duration prior to assignment shall be avoided. Provision of training shall be the joint responsibility of the local sponsoring organization and of the organizations to which volunteers are assigned, but the sponsoring organization shall bear final responsibility for insuring that training is in fact provided. No funds shall be made routinely available to local projects for training purposes other than funds for reimbursement of volunteers' expenses during orientation and small amounts for such functions as workshops and conferences in the local community. Funds for such special training of volunteers as may be necessary shall be held at the Federal level and disbursed sparingly.

The legislation authorizing RSVP requires the program to provide "such short-term training as may be necessary to make the most effective use of the skills and talents of those individuals who are participating" as well as to pay the "reasonable expenses of trainees." On the basis of our study to date, we have reached the following conclusions about training for Retired Senior Volunteers:

(a) Formal training of any duration prior to assignment is generally ill-advised.

(b) The best training for older volunteers is in-service training.

(c) Training should be a continuing process.

Formal Training

The experience of most project directors and most placement organization staff we have visited has been that formal training of any duration prior to assignment results in the loss of volunteers. Additionally, the expectation of formal training is an obstacle to recruiting volunteers in the first place. The older person who does volunteer often comes to a program with fears about his ability to perform, and formal training has been found to reinforce these anxieties; the result is that older persons often drop out of a program during the training period. As Harriet Naylor, Director of Volunteers in the New York State Department of Mental Hygiene, states the matter, "... you have to tap the teachable moment," and this moment does not usually occur prior to assignment.

In fact, with few exceptions, extensive formal training should be avoided at any stage of the volunteer's experience. The effectiveness of his performance is primarily dependent not on the formal training he receives but rather on the on-going support and supervision he is provided.

Orientation

Although we recommend no formal training prior to assignment, Retired Senior Volunteers should be oriented to their roles as volunteers, to the placement agency, and to their assignments. The nature and extent of this orientation must depend on the nature of the assignment. As general requisites, however, we urge that the purpose of the orientation be carefully explained and that the orientation itself be non-threatening. It should definitely include clarification of the volunteer's role and clarification of staff roles. General operational procedures should be clearly explained, i. e., the kind of supervision provided, the person responsible for this supervision, and the nature of the supervisory process.

In-Service Training

The provision of in-service training is extremely important and must be a continuing process.

Supervision is a major component of such training; in fact, it should be considered training. Gayle Janowitz, in an article in the October 1966 issue of the Journal of the American Association of University Women entitled "Volunteers in Education" says it this way: "The effectiveness of a volunteer's work will depend very much on the quality of supervision available.... Day-to-day help and support are more important than formal training.... Specific problems have to be handled on the spot in the context of an individual experience." The importance of supervision is discussed in more detail in a later section of this report.

Many programs have found that weekly or monthly group meetings are also an effective way of delivering in-service training. Of course, convening meetings with such frequency is practical primarily in circumstances which make it relatively easy to do, i.e., when numbers of volunteers are assigned to the same institution or serve within a circumscribed geographic area or live within a circumscribed geographic area. Project SERVE, for example, places several groups of volunteers within a given institution, each group serving once a week on a particular day; this arrangement makes it possible to convene a meeting of each group after lunch on the day it serves. These weekly meetings are used as a forum for speakers to discuss issues of relevance to the volunteers' assignments and for volunteers to learn about the other services of the placement agency. They also provide an opportunity to resolve anxieties about assignments, to socialize, to receive support from their peers and recognition from the staff of the organization. The meetings have proved an excellent format for in-service training of older volunteers. The volunteers do not generally view these meetings as training, and thus do not find them threatening. In actuality, however, they are indeed training, and provide an invaluable continuing experience for learning and problem-solving.

Other programs, too, have found periodic group meetings an important device for in-service training and for maintaining volunteer interest and motivation. A report on the Community Volunteer Project sponsored by the United Auto Workers Retired Workers Centers, Inc., in Detroit notes that:

> The group meetings, the discussions with other volunteers or group members often provides the necessary incentive to get

> more involved. The rewards of sharing ones experiences in a group and to have the group approve is often more rewarding than the internal rewards one gives themself for having done a good job working at some volunteer assignment. The group also provides the volunteer in the beginning with an identity, someone with whom they can share joy and a place where they can complain.

And the final report on the Henry Street Settlement House friendly volunteer demonstration project states that:

> The organized weekly group meeting as well as the individual sessions were important tools in the training of the volunteers.... The volunteers felt very strongly about these weekly meetings... participating in weekly group meetings obviously had a great deal of status and importance to them.

Although it is difficult to provide a similar on-going learning experience to volunteers who are individually assigned to placement organizations scattered throughout the community, it is no less important to do so. In addition to providing them normal supportive services, such volunteers should also be convened at regular intervals to discuss their assignments. Meetings of this nature are more easily arranged in towns and cities, but should also be encouraged in rural areas (perhaps at less frequent intervals).

Special Training

Some activities to which Retired Senior Volunteers may be assigned will require special training. Among the examples which come immediately to mind are certain types of efforts with the mentally ill or children with special learning problems. Transcribing textbooks into braille (as members of the Telephone Pioneers of America do) is another example. In these cases, of course, formal training should be provided. But we suggest that it remain the rare exception.

Funds for Training

In view of the heavily voluntary nature of the program and our recommendation that training for volunteers be almost exclusively in-service training, we advise that no funds be made routinely available to local projects for training purposes other than funds for reimbursement of volunteer expenses during orientation and small amounts for such functions as workshops and conferences within the local community. As indicated in earlier sections of this report, we recommend that monies for special training and other forms of assistance be held at the Federal level and disbursed only sparingly.

Who Trains?

Training should be a combined effort of the organization responsible for operating RSVP locally and the organizations to which volunteers are assigned.

The local sponsoring organization should provide volunteers with an orientation to their role as volunteers and generally prepare them for their assignments. The local sponsoring organization must also see that volunteers do, in fact, receive orientation and in-service training from the placement organization and that the supervision provided is truly a learning experience.

The placement organization should play the major role in orienting volunteers to the specific demands of their assignment and in providing in-service training. But the organization operating RSVP locally can be very helpful to the placement organization in its task--interpreting to the placement organization the needs of older people, anticipating questions that might arise, advising on suitable approaches, participating in meetings, suggesting topics, obtaining speakers, and providing other such support.

Both organizations should draw on the full resources of the community in planning and conducting in-service training.

SUPERVISION OF VOLUNTEERS

> The organizations to which Retired Senior Volunteers are assigned shall designate persons within the organization to provide (a) overall coordination of the program and (b) on-the-job supervision of each volunteer. In addition, they shall free on-the-job supervisors for occasional participation in in-service training sessions for volunteers. The persons designated for supervisory responsibilities shall be sensitive to the needs of older persons and genuinely accepting of older volunteers. The local sponsoring organization shall see that supervision provided by placement organizations is appropriate. To accomplish this purpose, they shall hold regular conferences with placement organization staff who supervise volunteers and with the volunteers; in addition, they shall periodically visit volunteers on their assignments.

The provision of competent and sensitive supervision is of crucial importance in a volunteer program of older persons. The quality of supervision has a direct effect on the volunteer's performance, his satisfaction with his assignment, and, ultimately, his retention in the program. The following requirements are set forth with regard to the supervision of RSVP volunteers.

Supervision by Placement Organization

(1) The organization in which the volunteer is placed must make adequate provisions for supervision of volunteers. This supervision must be

on-going and continuous. Two kinds of supervisory responsibilities must be provided for by the organization: the responsibility for overall administration of the volunteer program and the responsibility for day-to-day supervision. The function of the person designated for overall administrative responsibility (i.e., the volunteer coordinator) is to assign volunteers to placements where there is appropriate supervision and to oversee all aspects of that supervision. The function of the persons designated for day-to-day supervision of volunteers is to provide close and continuous supervision on the job. It is conceivable that in a small organization these responsibilities could be filled by a single person.

Without the full acceptance of the program by both kinds of supervisory personnel, the program will not be able to succeed. Although in large organizations the volunteer coordinator is not responsible for direct supervision of the volunteer, it is essential that he be involved in supportive as well as administrative services, i.e., personally seeing that the volunteer is satisfied with his assignment, making changes where necessary, arranging on-going training, attending volunteer meetings and in-service training sessions. This sort of involvement is an important component of the recognition so necessary to older volunteers.

The person to whom the volunteer is directly assigned is, of course, responsible for day-to-day supervision of the volunteer. His role is crucial. The supervision he provides must be continuous and on-going, and he must be available for immediate problem-solving and counseling. As was pointed out in the section on training, supervision is in reality training and provides the volunteer with the learning experience necessary to perform his assignment.

(2) The persons assigned to supervise volunteers must be sensitive to the needs of older persons.

The mere designation of supervisory personnel does not satisfy the supervisory responsibility of the agency. The personality of the person directly responsible for supervising the older volunteer has been found to be of critical importance. He must be an individual who is particularly sensitive to the needs and feelings of the older person, and must be genuinely accepting of older volunteers.

During our project visits we have seen volunteers floundering in their assignments when this essential criterion was not met. Some have left a program because the immediate supervisor was unconcerned or rejecting. The same observation was made in a 1960 survey of volunteer participation by retired and older persons conducted by the Veterans Administration. This study reported that for many older persons the attitude of supervisory staff is more important than the nature of their own assignment in determining if they remain in the program. In many instances, the report said, volunteers receive satisfaction from even routine assignments if their associations with staff are pleasant. It must be stressed that volunteers should not be assigned to supervisory personnel who are not accepting, do not appreciate the contribution they can make, or are not willing to expend the appropriate supervisory effort. It is up to the volunteer coordinator or other person responsible for the volunteer program to see that volunteers are assigned only where they are assured of obtaining the right kind of supervison.

The above observations concerning on-going supervision hold true whether a volunteer is placed in a large institution with other volunteers, is the only volunteer assigned to an organization, whether large or small, or is performing an assignment in the community at large.

It is also important that on-the-job supervisors participate occasionally in in-service training sessions. Many difficulties on the job and tensions which arise between a volunteer and his supervisor will be common to volunteers and supervisors throughout an organization. These problems can sometimes be resolved more easily and less threateningly in a group setting. Participation in in-service training sessions will also help keep supervisors attuned to their responsibilities for training.

Supervision by Sponsoring Organization

Although the placement organization is the most intimately involved in the daily supervision of the volunteers, the sponsoring organization must be closely associated with the process as well.

The sponsoring organization must, of course, be responsible for seeing that the placement organization has arranged appropriate supervision. It must also follow up once the volunteer is placed to see that supervision is, in practice, appropriate, and that the volunteer is happy with all aspects of his assignment.

Many programs have failed because the provision for follow-up on assignment has not been met. The sponsoring organization must therefore make periodic visits to the volunteer at his assignment. Regular conferences must be scheduled, both with staff and volunteers.

The sponsoring organization must also be freely accessible to the volunteer concerning problems related to his assignment, to his role as a Retired Senior Volunteer, and to other concerns in general. Therefore, in addition to periodic visits, it is important for the volunteer to know that he can turn to the staff of the sponsoring organization for resolution of conflicts or solutions to problems at any time.

In large group situations, it has been found important for the sponsoring organization to provide a person to accompany the volunteers to their assignments. This person fills an important supportive role by being available to handle problems as they occur (small problems thus don't become big problems) and to see that everything runs smoothly. By handling small problems which might take up an undue amount of the time of placement organization staff, he serves an important buffer role between the volunteer and the organization. It is important to note that this role can be, and in some projects is, filled by a volunteer from the community.

RECOGNITION

> A formal program for giving recognition to Retired Senior Volunteers and to participating organizations shall be implemented at the local, state, regional and national levels. Funds shall be made available for this purpose.

It is important to provide recognition of service in any volunteer program, but it becomes a factor of even greater importance in a program for older persons whose need for reinforcement of personal worth and usefulness is often deeply felt. Providing recognition of the value of services they render can be a major way to offer this reinforcement and to maintain their interest in volunteer service.

The most basic form of recognition, of course, comes from the volunteer's own feeling that he is doing something worthwhile. This conviction can be nurtured in a variety of ways: by providing him thoughtful and competent supervision, by offering honest praise, by giving him assignments that are increasingly satisfying, and by asking his advice on matters related to his work. Such informal "recognition" should be continuous.

It is our feeling, however, that more formal recognition is also necessary to show that the services performed are valued, needed, and appreciated. Thus, we recommend that funds be allotted for formal recognition programs at local, state, regional, and national levels.

Local Recognition Program

Methods of recognition will vary from community to community but certain programs should be established for all communities.

(1) All Retired Senior Volunteers should be given a national RSVP identification pin when they officially enter the program. At the same time, they should receive a patch bearing the insignia of RSVP and of the organization they are serving to wear during their assignments.

(2) Retired Senior Volunteers should be awarded pins, badges, or certificates in recognition of their length of service (based upon the completion of a certain number of volunteer hours, days, weeks).

(3) A formal ceremony, such as a luncheon, should be held by the local community at least once a year for the purpose of recognizing volunteers, placement organizations, and other organizations and individuals who have contributed to RSVP during the course of the year. Pins or certificates recognizing length of service (as described above) should be awarded at this ceremony. As a means of emphasizing the stature of the occasion, state, regional, and national RSVP staff as well as city and county officials and officials of placement organizations should be invited to participate.

(4) Communities should attempt to publicize the program in local newspapers, radio and television. Attention given the program by the mass media serves as an invaluable method of reinforcing the worth of volunteer activity and giving recognition to volunteers.

(5) A community RSVP newsletter should be established, if possible, for the purpose of acknowledging service as well as giving publicity to the program. A newsletter, like the mass media, is another invaluable method of reinforcing the worth of the volunteer activity.

State Recognition Program

Among possible activities which the state could perform are:

(l) The coordination of a statewide tribute day. Once a number of volunteer programs have been established within a given state, the state could coordinate a statewide RSVP tribute day or week in which local communities would all hold tribute ceremonies.

(2) Attending RSVP functions, including tribute days, meetings, and agency activities throughout the state. In addition, the state staff should make periodic visits to observe and talk to volunteers at their actual assignments.

(3) Publication of a statewide newsletter.

Regional Recognition Program

Among possible activities which the region could perform are:

(l) Attending local RSVP functions such as local tribute days.

(2) Periodically visiting volunteers on their assignments.

National Recognition Program

The development of national RSVP recognition activities is of paramount importance. Recognition provided nationally can be of considerable significance to the individual volunteer in terms of adding stature to his volunteer activity and enhancing his sense of worth.

In addition to providing national RSVP pins and certificates, the national office should develop a national RSVP recognition program, to include:

(1) Establishing national standards for recognition.

(2) Periodically attending local RSVP functions, visiting volunteers on their assignments, and attending local tribute days.

(3) Publishing a national RSVP newsletter, including national and local RSVP activities, for circulation to local communities.

REIMBURSEMENT OF VOLUNTEERS

> Volunteers shall be reimbursed for meals, transportation and other allowable expenses incident to their service upon their request. A national ceiling shall be placed on the amount which may be paid to a volunteer within a specified period of time. Local ceilings which reflect variations in costs among committees shall then be set on a project-by-project basis. No project ceiling shall exceed the national maximum. There shall be no flat reimbursement rate for volunteers. The local sponsoring organization shall be responsible for approving vouchers submitted by volunteers and for payment thereof. In addition to funds for direct reimbursement of volunteers, the sponsoring organization shall also be provided funds for the direct purchase of transportation, meals and other legitimate needs for volunteers.

Regarding reimbursement of volunteers, the legislation states:

> "Sec. 601. (a)... (1) volunteers shall not be compensated for other than transportation, meals, and other out-of-pocket expenses incident to their services...."

There are several basic issues related to the reimbursement of volunteers for which clear policy must be established. These basic issues are as follows:

(1) What are allowable expenses?

(2) What reimbursement limits should be set?

(3) What procedure should be followed in reimbursing volunteers?

A. Allowable Expenses

Items for which volunteers will need to be reimbursed fall into three categories.

(1) Expenses incurred by the volunteer to and from place of assignment, including transportation and meals incident to service.

(2) Expenses incurred during the course of the assignment which are necessary to fulfilling the assignment.

(3) Other out-of-pocket expenses.

Expenses incurred by the volunteer to and from place of assignment including transportation and meals incident to service.

The nature of Item (1) is largely self-explanatory. We would like to stress, however, that except in unusual circumstances or emergencies volunteers should not be permitted to take individual taxis to their assignments. Where transportation by taxi is necessary, arrangements should be made for group pick-ups whenever possible. Of course, if no other alternative presents itself or is unrealistic, individual taxi service should be allowed.

We would also like to point out that if group transportation is arranged and volunteers are being picked up at a central location, it will be necessary to reimburse volunteers for expenses associated with getting to the pick-up spot.

As the major reimbursement costs in RSVP will be those connected with transportation and meals, it is recommended that whenever possible ways be found for reducing costs in this category, one method being to encourage local programs to provide for transportation and meals as an in-kind contribution when circumstances permit, i.e., a hospital could provide lunch for the volunteers assigned there or a community could provide chartered bus or taxi service. Group transportation should be provided whenever possible. (See sections on transportation and meals.)

Expenses incurred during the course of assignment which are necessary to fulfilling the assignment.

During the course of an assignment volunteers may incur additional costs which are directly related to fulfilling that assignment. Examples of such costs include:

(1) Cost of gasoline, etc., incurred by volunteers whose assignment is to transport persons to doctors' offices or clinics.

(2) Cost of making telephone calls if volunteers provide telephone reassurance service from their homes.

(3) Cost of an occasional token gift if volunteers are assigned to a friendly visiting program.

(4) Cost of a uniform necessary in some institutions -- although we think the institutions can legitimately be required to provide this.

We would like to stress that, as a general rule, volunteers should not be placed in assignments in which they will incur large expenses in this category; if they are, every attempt should be made to have such expenses paid by local community sources.

Other Out-of-Pocket Expenses.

In determining policy on what are allowable "other out-of-pocket expenses," the phrase incident to service is key. This means that, as a general policy, funds should not be used for paying for necessities of the older person which existed prior to volunteering for the program, i. e., new glasses or a hearing aid. Some flexibility ought to be built into this general rule, however, and a percentage of the grant (similar to a contingency fund) kept available for emergencies or special circumstances.

One example of an allowable out-of-pocket expense in this category would be costs incurred through damage to personal belongings as a result of one's assignment. For example, a senior volunteer working in an institution for the retarded might have his glasses broken or his clothing torn by a retarded child; it is our feeling that he should be reimbursed for such damage.

B. Reimbursement Limits

Funds for reimbursement must be allocated in such a way as to allow the greatest number of volunteers to participate in the program and to generate maximum program impact. Additionally, it is obvious that the funds for RSVP will be limited at its beginning and thus the most judicious use of all monies must be made.

We are, therefore, recommending that AoA establish a limit for allowable expenses which can be directly reimbursed to a volunteer. A national ceiling for the maximum amount should be established and subsequently a specific limitation set for this expense on a project-by-project basis (not to exceed the national maximum) based on local community circumstances. A national ceiling with project-by-project ceilings would:

(1) provide the advantages of an upper limit, and

(2) provide for the large differentials in costs of both meals and transportation between urban and rural areas.

C. Reimbursement Procedures

Two main options present themselves as regards the manner in which volunteers could be reimbursed for these expenses. They are:

(1) all volunteers will automatically be given a flat reimbursement fee for allowable expenses irrespective of need;

(2) volunteers will be reimbursed only upon request within maximum set limits for allowable expenses on an individually vouchered basis.

Although the first option is obviously attractive from an administrative point of view, we believe that it is not the policy of choice for several reasons:

(1) not all people who will become Retired Senior Volunteers will be in need of reimbursement or desirous of receiving such;

(2) not all people will have the same expense requirements incidental to their service and a flat fee would result in a considerable waste of funds;

(3) in many instances transportation and lunch will be provided for the volunteer by the community or placement organization. This would

eliminate the necessity of reimbursement for these costs. Again, funds would be wasted if volunteers were reimbursed on a flat fee basis.

If volunteers were reimbursed on an individually vouchered basis, the above circumstances would be taken into account. We believe that this would result in a considerable overall saving of funds while at the same time an individual volunteer's legitimate expenses would still be paid. This policy would also permit greater expansion of the number of volunteers in the program. The major shortcoming, of course, would be the additional bookkeeping involved. We believe, however, that the positives of this policy far outweigh this negative and thus we recommend that:

> Retired Senior Volunteers should be reimbursed upon request for allowable expenses incident to their service within maximum prescribed limits on an individually vouchered basis.

Since Retired Senior Volunteers will be reimbursed on an individual basis, great care must be taken that no stigma is attached to requesting reimbursement. It is important that the question of reimbursement be carefully explained to the volunteers and that they feel free to request it. There is a danger that some volunteers will be embarrassed to request reimbursement or feel that they really should not. This must be prevented from happening.

Voucher Procedure

As has been recommended earlier (see section on Administration and Financing), the sponsoring organization will reimburse volunteers directly for expenses incident to service upon request.

The Administration on Aging should furnish sponsoring organizations with a uniform voucher form which the sponsoring organization in turn shall be responsible for distributing to all volunteers. It is important that forms be distributed to all volunteers whether or not they request reimbursement in order to avoid singling out those volunteers requesting reimbursement and the possible psychological stigma which might be attached. The voucher form should be designed to allow each volunteer to indicate whether or not he wishes to receive reimbursement and the amount requested. It is important for those volunteers who are not requesting reimbursement but are, nevertheless, incurring expenses to indicate this amount. This information will provide a measure of the level of their contribution to the community.

The procedure for submittal of vouchers should be established by the local sponsoring organization. Submission and payment of vouchers should be on a scheduled and timely basis. Provisions should be made for advance payments to volunteers where required.

Direct Purchase of Reimbursable Items

We strongly recommend that the total reimbursement budget for local sponsoring organizations contain funds for the direct purchase of transportation, meals, and other legitimate items in addition to funds for reimbursing the volunteers themselves. As is noted several times in this and other sections of this report, direct purchase of some of these items can often substantially reduce total program costs.

TRANSPORTATION FOR VOLUNTEERS

> The local sponsoring organization shall not simply reimburse Retired Senior Volunteers for the costs of transportation incident to their service, upon their request, but shall, wherever possible, actually provide such transportation. Funds for this purpose shall be made available to local sponsoring organizations.

The availability of transportation is one of the most critical elements affecting the success or failure of a voluntary program for older adults. In fact, of all the factors which inhibit development and expansion of senior volunteer programs, the lack of adequate, accessible, and convenient transportation has probably been mentioned to us most frequently. This has been true in rural, urban, and suburban areas alike.

The magnitude of the transportation problem as it concerns older persons and its effect on all aspects of their lives, including their ability to volunteer for community service, is reflected in the following excerpt from the report of the President's Task Force on Aging:

> When queried about their problems, older persons increasingly seem concerned with the difficulties they experience in the area of transportation... the Task Force has concluded that it is as important for the Nation to develop or have developed special transportation arrangements for older persons as it is for the Nation to meet their income, health

> and other needs. If such systems are not developed, the Task Force is convinced that older persons will, in a society increasingly dependent upon the automobile, be effectively shut out of the life of the society.

Two of the major factors (which are especially relevant to the question of volunteer service) were found to be:

(a) Many older persons, for health, financial or safety reasons no longer drive their own automobiles;

(b) Public transportation is often unavailable, inaccessible, inconvenient, physically difficult to use because of vehicular design, or too expensive.

As stated by the Task Force, "Two of the implications of these problems are that older persons are frequently denied the benefits of service because they are unable to reach them and that transportation problems accentuate the isolation of the elderly." It is clear, we think, that without available transportation there can be no volunteer program for older persons.

Nor will reimbursement of transportation expenses alone solve the transportation problems of older persons. The findings of the Task Force on Aging makes this conclusion evident. It is not only lack of money to pay the expense of public or private transportation that is a deterrent to volunteering among the elderly. Even if expense money were provided, many older persons would still not be able to volunteer because of

(a) Unavailability or inaccessibility of public transportation (In many of the communities we visited during the course of our investigation, especially in rural areas, public transportation of any sort was literally non-existent.)

(b) Physical limitations which prevent older persons from using public transportation

(c) Fear of muggings, purse snatching, etc. while using public transportation.

Analysis of the above state of affairs leads us to conclude that wherever feasible Retired Senior Volunteers should actually be provided transportation to their assignments, and that funds should be available to local Retired Senior Volunteer Programs for this purpose.

Additional support for the conclusion that it is necessary to provide more than just reimbursement of transportation expenses comes from the letters we received from directors of volunteer bureaus.

> "Transportation is the greatest problem in this community. Our public transportation is very poor so unless they drive their own cars it is almost impossible for them to do volunteer work." (Baton Rouge, Louisiana)
>
> "The elderly usually have transportation problems whether related to physical or financial disabilities or to poor public transit." (Dallas, Texas)
>
> "Transportation is the biggest problem -- many don't drive and those who do won't travel very far from home." (Newport Beach, California)
>
> "In referring and placing older volunteers it is always necessary to consider transportation -- both availability and cost." (Council Bluffs, Iowa)
>
> "The majority of senior adult groups (we) contacted stated that the transportation problem was the greatest deterrent to community service." (Albany, New York)

The experience of Project SERVE further reinforces the above. In a paper presented to the 96th Annual Forum of the National Conference on

Social Welfare, SERVE director Janet Sainer states:

> The availability of transportation has proved to be an essential ingredient in the recruitment and retention of older volunteers. This does not simply mean providing carfare, as important as this might be for many older persons. What it does mean is the actual provision of the bus, the car or taxi that makes it possible for groups of volunteers to get to the less accessible agencies and institutions.

Several programs have successfully dealt with the problem of inadequate public transportation by chartering buses or arranging for private transportation. As examples:

> Project SERVE on Staten Island charters a school bus to transport large groups of volunteers to their assignments.
>
> Project SERVE has provided group taxi arrangements for volunteers who are not assigned in large numbers to one institution.
>
> The Age Center of Worcester, Massachusetts, has arranged for group transportation for volunteers serving at Grafton State Hospital.
>
> Project TEAM in Louisville has arranged for members of the PTA to pick up non-driving volunteers.
>
> Companions Unlimited in Boston uses a donated Volkswagen bus to assist volunteers in their assignments.
>
> Project Crosslines in rural Iowa makes extensive use of the services of volunteer drivers of all ages to transport senior volunteers to their assignments.
>
> The UAW Community Volunteer Project in Detroit has also effectively enlisted the services of volunteer drivers.

In order to make such arrangements most effective, the following points should be observed:

(a) The arrangements should be dependable.

(b) The trip to the volunteers' assignments should not take too much time -- a maximum of perhaps 40 minutes, although some exceptions might be necessary in rural areas.

(c) If volunteers are picked up at locations other than their homes, it is important to have safe pick-up points. The pick-up point should be at a location where there is a building.

(d) If volunteers are placed at large institutions where there are many separate buildings, transportation should also be provided at the institution itself.

(e) It will be necessary to reimburse the transportation expenses of those volunteers who must take public transportation to get to the pick-up point.

When large group transportation is not feasible, the possibility of using volunteer drivers to take individual Retired Senior Volunteers to their assignments should be explored both in terms of

(a) use of volunteers of all age groups from the general community, and

(b) use of Retired Senior Volunteers as volunteer drivers.

We strongly suggest that local Retired Senior Volunteer Programs encourage volunteers who have cars, are healthy, and able to drive that they would be making a major contribution to the program if they would provide transportation for others.

This volunteer approach to providing transportation to older persons has been recently studied (December 1970) by the Special Committee on Aging of the United States Senate, and the report "Older Americans and Transportation: A Crisis in Mobility" emphasizes this approach as a possible solution. The report states:

> To judge by statements made at the Interdisciplinary Workshop, RSVP could be an ideal vehicle for encouraging local sponsors to design "transportation aide" programs for volunteers. More than one participant at the workshop said that many elderly persons are reluctant to use public transportation because of difficulties encountered in climbing bus steps, carrying bundles while attempting to step through as subway doors close, or simply because they are frightened about walking to transit stops. Transportation "aides" or "companions" at strategically-located sites, it was felt, could perform many helpful functions. In communities where there is no public transportation, such "aides" could be recruited from among those who own automobiles, who would drive elders to and from shopping centers or health facilities, and who would receive training on sources of services needed by the elderly.

In most cases, the transportation problems of Retired Senior Volunteers will flow from the general problems of transportation in their community. Surmounting this problem will be very expensive. We would strongly recommend, therefore, that the possibility of financing part of this expense through community and other resources should be vigorously investigated. Among resources which should be explored are the following:

(1) AoA should attempt to develop cooperative agreements with the Department of Transportation to provide vehicles if needed. Special attention should be given those hard-pressed rural areas that have very little or no public transportation systems.

(2) AoA should encourage State offices on aging to develop cooperative agreements with agencies of their state governments in providing state-owned vehicles, particularly school buses, that might be utilized between the morning and afternoon hours.

(3) The possibility of the General Services Administration providing federal vehicles for use by volunteers should be investigated.

(4) Placement organizations and other local organizations such as municipal governments should be strongly encouraged to provide free transportation to Retired Senior Volunteers.

(5) Joint arrangements at the local level should be investigated during the program development phase. Arrangements might be made with youth groups that would make transportation for Retired Senior Volunteers an organizational project.

(6) Local communities and transit companies should be encouraged to provide free or reduced-fare transportation for Retired Senior Volunteers.

MEALS FOR VOLUNTEERS

> The local sponsoring organization shall not simply reimburse Retired Senior Volunteers for the cost of meals incident to their service (upon their request), as required by law, but shall encourage placement organizations to provide such meals and, wherever possible, to provide them free of charge.

In the course of our research, many individuals and organizations have spoken to us of the importance of planning for the provision of nutritious meals for Retired Senior Volunteers. This suggestion is advanced for many reasons and with many shades of emphasis; some of these reasons are listed below. We feel local program directors should consider them all carefully and incorporate them into their planning.

(1) Many older persons, even those who are affluent, do not eat a well-balanced diet. Loss of spouse, disruption of family routine, living alone and retirement from the job are all factors involved in their developing haphazard or negligent eating habits; it is not uncommon, for example, for older persons to eat infrequently and/or at very irregular intervals.

(2) In addition, older persons with restricted incomes often limit their diet out of sheer economic necessity. It has been the experience of some volunteer program directors that older volunteers will say in public

that having a meal provided for them on their assignment is not particularly important, but will admit privately that the expectation of a hot meal was one of the main reasons they decided to volunteer.

(3) Nutritious meals, attractively prepared and served in a pleasant group atmosphere, offer volunteers many benefits -- among them, opportunities to socialize, to discuss their assignments with their peers, and to resolve with supervisors any problems they have encountered. In addition, the prospect of eating a good meal in a group atmosphere may have special attraction for deeply alienated and isolated persons who cannot be reached with the usual recruitment techniques but who have much to gain from volunteering.

For these reasons, we concur with many of the project directors we have seen that it will not be sufficient for RSVP simply to reimburse volunteers for the cost of a meal on the day that they serve.

More specifically, we recommend that the local sponsoring organization for RSVP encourage placement organizations to provide meals for Retired Senior Volunteers (free of charge if possible) and that, in any case, the placement organization be required to provide a setting in which the volunteers can meet to eat as a group. To deal with situations in which volunteers are assigned in smaller numbers or a group meal is not so easily planned, program directors might arrange with a restaurant to serve meals to a group of volunteers who would convene at the restaurant at an appointed time from their individual placements; in order to provide greater choice and meet the special diet requirements of some volunteers, we suggest the restaurant be a cafeteria if at all possible. In those cases in which a centralized approach is simply impossible and a volunteer must be alone at lunch (for example, rural areas in which volunteers serve in individual assignments out in the community), the project director will need to make a special, individualized effort to insure that the volunteer does, in fact, have a balanced meal meeting his special diet requirements.

HEALTH AND ACCIDENT BENEFITS

> The Administration on Aging shall provide uniform nation-wide health and accident benefits for Retired Senior Volunteers. These benefits shall be designed to provide protection from the time a volunteer leaves his home to go to his assignment until he returns to his home.

It is our feeling that the Administration on Aging should provide uniform benefits for all Retired Senior Volunteers which would cover them from the moment they leave home for their assignment until they return. Although some form of coverage for volunteers is currently in force in many private and public organizations, this is certainly not universal. Additionally, in those organizations which do offer coverage, the quality is far from consistent. Therefore, we feel a uniform national policy is mandatory.

In the course of our study we have observed a number of situations which illustrate the need for uniform coverage:

(a) Volunteers assigned to follow up out-patients of a local hospital may not be covered by the hospital's accident insurance since they work in the community rather than within the legally defined boundaries of the institution.

(b) Some organizations are not authorized to purchase accident insurance for volunteers.

(c) Coverage provided to volunteers in some organizations is not inclusive.

(d) Volunteers are not covered by accident insurance while they are en route to or from their assignments.

For all these reasons we feel it is unrealistic and hazardous (both to volunteers and to the federal government) to trust to whatever insurance may be made available locally, either by placement organizations or local communities.

Providing volunteers with uniform on-the-job protections will have benefits in addition to those it provides volunteers and the government. A thorough national coverage of Retired Senior Volunteers will serve to assist expansion of the program in local communities by alleviating the fears of some officials of potential placement organizations who are often hesitant to accept older volunteers because they view them as more of a liability to their organizations than younger persons. For instance -- some potential assignment organizations may hesitate to have Retired Senior Volunteers serve on their property simply because of fear of falls or illnesses for which the organization might be sued; for similar reasons, organizations may fear greater responsibility for a higher percentage of illness or accidents than for younger age groups.

In addition, some volunteers will need to drive automobiles, either as part of their assigned tasks or to transport other volunteers to and from assignments. Benefits to cover the possibility of injury to these volunteer drivers as well as to other persons or property is an obvious necessity. While it may be possible to arrange to protect volunteer drivers from being sued for injury to other persons or to property by including them under the Tort Claims Act (see the section on the legal relationship between volunteers and the federal government), the need to cover injury to the driver himself would still remain.

In addition to accident coverage, we recommend the Administration on Aging investigate the possibility of providing some form of medical benefits to protect volunteers from illnesses incurred as a result of their assignments. For example, volunteers assigned to a medical facility could conceivably contract an illness from a patient within the institution.

In view of this and other similar possibilities, we suggest that the Administration on Aging obtain expert advice on the most practical way to provide health as well as accident protection for all volunteers. Other federal programs such as the Peace Corps and VISTA have experience which may be helpful in the development of such a plan. The Veterans Administration, which has a benefit plan currently in force for its community volunteers, should definitely be consulted for advice in developing a plan for RSVP. The National Center for Voluntary Action has recently been investigating the problem of insurance for volunteers, and should likewise be consulted.

LEGAL RELATIONSHIP OF RETIRED SENIOR VOLUNTEERS TO THE FEDERAL GOVERNMENT

> Retired Senior Volunteers shall, for certain specified purposes, be considered federal employees. These purposes shall include (a) health and accident benefits, (b) inclusion under the Tort Claims Act, and (c) use of government-owned motor vehicles. In addition, the Administration on Aging shall provide to Retired Senior Volunteers whatever legal assistance may be necessary to resolve legal problems arising in the course of and as a result of participation in the Retired Senior Volunteer Program.

We recommend that the Administration on Aging explore with federal legal counsel the legal relationship which should exist between Retired Senior Volunteers and the federal government. The basic question, we think, is whether Retired Senior Volunteers should (for certain purposes) be considered federal employees.

In view of the strong voluntary and community orientation of the program and the fact that volunteers will receive no compensation, we advise that Retired Senior Volunteers not be considered federal employees in the fullest sense. However, there are certain types of protection and assistance which it would be wise to extend to volunteers, and many of these can best and perhaps most economically be offered through federal channels. Among them are:

(a) health and accident benefits (see the section titled Health and Accident Benefits for details.)

(b) inclusion under the Tort Claims Act, so that volunteers will be protected against suit for damages they inflict to other persons or to property. This could be especially important in relation to traffic accidents. We suggest the Administration on Aging study the accumulated experience of VISTA and the Job Corps under the Tort Claims Act.

(c) use of motor vehicles owned by government agencies (the General Services Administration, for example).

We strongly recommend that Retired Senior Volunteers be provided the protection and assistance available to federal employees in these areas.

In addition, we recommend the Administration on Aging be prepared to provide volunteers assistance with legal problems that arise in the course of and as a result of their participation in the program. Given the variety of settings in which Retired Senior Volunteers will serve and the range of activities in which they will be involved, such problems are far from improbable. Our information from other federal agencies is that legal problems of a general nature do occur in specific relation to assignments, and that planning for the provision of legal assistance is of utmost importance.

RESOURCE DEVELOPMENT

> At every stage of development and operation, the Retired Senior Volunteer Program shall, as a matter of policy, draw on the accumulated experience and appropriate resources of public agencies and private organizations.

The Retired Senior Volunteer Program will need to draw on resources outside itself if it is to achieve maximum effectiveness. In fact, we are convinced the energy invested in this effort by RSVP personnel at all levels will multiply the impact of the program. We advise that RSVP adopt the practice of relying on other organizations for resources and assistance for the following reasons:

(1) It will be economically necessary to rely on other organizations, both public and private. But more than that, there is the necessity, we feel, to develop a philosophy for RSVP that identifies it not as a "paid" program but as a volunteer program. Experience has shown that volunteer programs can accomplish a great deal, often on a small budget, precisely because they rely on other organizations for assistance. For example, many volunteer programs multiply their resources considerably because they receive transportation donated by various individuals and organizations in the community. Many persons who operate community service programs agree that if a local program budget includes monies earmarked for consultants, consultants are

sometimes paid more than necessary - or persons who might have donated their services under other circumstances expect to receive payment. This is one of the reasons we are suggesting that most of the funds for special training, workshops, conferences, and the like be held at the Federal level and dispensed sparingly.

(2) The private, non-profit organizations functioning at every level of our society have massive experience in the fields of voluntarism and aging. It would be wasteful for RSVP to attempt to duplicate expertise that already exists.

Rather, RSVP should create relationships with such groups and experts at the national, regional, state, and local levels, in an effort to coordinate the development of RSVP with these organizations and to draw on their experience. Many national voluntary organizations have staffs at national, regional, state, area, and local levels that can be of tremendous assistance. Our experience has been that most of these organizations are interested and enthusiastic about RSVP, view it as a way of involving more older persons in volunteer work, and are very pleased to offer advice and assistance.

Particularly at the local level, the Red Cross, volunteer bureaus, the YMCA, civic and church groups, and many others will have knowledge of the community and be able to provide invaluable assistance in starting up and sustaining RSVP. Local colleges and universities are another resource that RSVP should attempt to utilize in various aspects of initial development and on-going operation. Some institutions, of course, have greater resources to offer than others, and some schools will have had more direct involvement in the community than others. For instance, the Center for Continuing Education at the University of Georgia is in a position to provide specific information on the economic, physical and social factors in every community in the state; in addition, it has already implemented a program of offerings in adult development and aging (through its Council on Gerontology) in communities throughout the state. These resources could easily be applied, on a continuing basis, to the orientation of Retired Senior Volunteers and the training of supervisory staff in placement organizations. We are convinced that many similar institutions in the country (among them, the Institute on Aging at the University of South Florida which we also visited) would make their resources available to the Retired Senior Volunteer Program. We also recognize that many educational institutions are not intimately involved in their communities and regions; but we emphasize that, even in this case, RSVP should attempt to involve such institutions.

The problem of resources in general is more acute in rural areas, simply because in many areas they simply do not exist. In some cases, land-grant universities are practically the only educational resource on a statewide basis. Local and state RSVP personnel should make immediate contacts with such institutions, whether or not the institution has ever been involved with the community. In some cases RSVP may well be the catalyst needed to pull the educational institutions and communities in a region into cooperative activities.

Washington RSVP staff should bear the responsibility for maintaining contacts and coordinating such efforts at the national level. As recently established organizations such as the National Center for Voluntary Action become increasingly operational, such continuing contact will be necessary to avoid duplication and develop joint programs. Regional AoA personnel, State office on aging staff, and local RSVP personnel should take the responsibility for this work at their respective levels of influence.

RSVP should maintain the attitude of complementing what already exists, and getting as much mileage as possible for the monies it spends. Given their own history of small budgets, most private non-profit organizations will understand, and will appreciate the value of cooperative efforts. We believe that with steady, consistent relationships, RSVP can draw on and mesh with a variety of these resources (keeping in mind that cooperation is a two-way street).

(3) The legislation requires that RSVP be "coordinated with other related Federal and State programs." This coordination will need to

occur primarily at the national, regional, and state levels.

To prevent any misunderstanding, various Federal agencies within and outside the Department of Health, Education and Welfare should receive rather detailed explanations of the program. For instance, since Retired Senior Volunteers will be receiving Federal monies, it should be clearly pointed out to State welfare departments, the Social Security Administration, and public housing authorities that such monies are for reimbursement of expenses only and are not to be construed in any way as income.

Retired Senior Volunteers will doubtless have an array of problems and needs which, though not the specific concern of the program, ought to be met. Among these will be such matters as family problems, financial difficulties, bad eyesight or hearing. Since RSVP will not be able to spend money for these purposes, local project directors should solidify relationships with local agencies (both public and private) which might provide assistance. In some cases, clear policy understandings at the Federal level could ease this process.

(4) One of the greatest resources available to RSVP will be retired professional persons who are willing to offer their expertise to the program - among them, retired directors of large voluntary programs, retired professors of gerontology, and the like. We

recommend that AoA tap such people for technical assistance not only in their own communities but in other areas as well, and urge AoA to develop a roster of those willing to accept assignments.

RELATIONSHIP TO EXISTING LOCAL VOLUNTEER PROGRAMS

> The Retired Senior Volunteer Program shall not replace or supplant existing volunteer programs in any community. The local sponsoring organization shall take great care to coordinate RSVP with all such programs.

A number of questions arise about the relationship of the Retired Senior Volunteer Program to existing volunteer programs within a community. Among these are:

(1) Will RSVP replace or supplant existing programs?

(2) Will there be difficulties for placement organizations if some of their volunteers are reimbursed for expenses while other volunteers are not reimbursed?

(3) Will voluntary organizations lose many of their volunteers to the Retired Senior Volunteer Program?

In the first instance, we have strongly recommended that RSVP be operated locally by an existing organization, and that every effort be made to coordinate the program with all voluntary organizations within the community. Thus, we would anticipate that no local voluntary efforts would be replaced or supplanted.

As for some volunteers within a placement organization being reimbursed for expenses while others are not, many of the people who work in voluntary organizations to whom we have spoken feel that this will not be a real problem on a day-to-day basis. There will be a special need for supervisors to have discussions about this matter if volunteers raise it, but it is anticipated that most un-reimbursed volunteers will understand that reimbursement money is for persons who need it in order to serve as volunteers. In addition, of course, Retired Senior Volunteers will be reimbursed by RSVP, not by placement organizations, so their being reimbursed should not cause antagonism to be directed at placement organizations. We strongly recommend, however, that Retired Senior Volunteers not be assigned to sites where other older persons (such as Foster Grandparents) receive compensation for performing similar tasks. (See, also, the section on assigning volunteers.)

Most people to whom we have spoken also do not expect that voluntary organizations will lose their volunteers to RSVP in such numbers that it will be a serious problem. It is generally felt that since the volunteers already performing a service for an organization will have been meeting their expenses in some fashion, they are likely to continue their service to the organization on the same basis. More importantly, most people who have been volunteering for any length of time receive significant satisfaction from their particular assignment and the people with whom they work. It is unlikely that they would, in large numbers, disrupt these relationships to seek a different assignment through the Retired Senior Volunteer Program simply for the sake of being reimbursed for expenses. Again, this is not to say that the problem will not occur at all, but that many individuals in voluntary organizations feel that if RSVP is adequately coordinated with existing programs, any problems of this kind that do arise can be resolved.

ADVISORY COMMITTEES

> An advisory committee shall be established for each local Retired Senior Volunteer Program. A significant proportion of this committee shall be composed of persons aged 60 or over, including a number of Retired Senior Volunteers. It shall also include representatives of active local placement organizations. The committee shall participate actively in development, operation, and evaluation of the program.

We recommend that an advisory committee be established for each local Retired Senior Volunteer Program. We make this recommendation for the following reasons:

(a) The very nature of RSVP demands that the community become involved at the beginning of the program, and continue its involvement to make RSVP an integral part of community life; a working committee assures this process.

(b) Program direction of RSVP must be based on both volunteer interests and community needs. An advisory committee provides the opportunity for older persons and persons knowledgeable about community needs to advise jointly on the continuing direction of the program in their community.

(c) Federal and State agencies have begun to place emphasis on the need for citizen participation in programs, and the advisory committee is a vehicle for accomplishing this.

Persons named to the committee should be capable of making a substantial contribution in their advisory capacity and of helping RSVP become widely known and established in the community. A significant proportion should be sixty years of age or over. As the program develops, it will be appropriate to have Retired Senior Volunteers elect their own representatives to the committee. It will also be appropriate to include on the committee representatives of particularly active local placement organizations. Terms of service for all members should be clearly specified, and new members should be named as these terms expire; this will allow more people to serve and encourage a flow of new ideas. It would probably be wise if the committee numbered not more than fifteen persons.

The advisory committee should bear major responsibilities and participate actively in the development, operation, and evaluation of the program. To effect this strong role, the local director of RSVP and the head of the governing body of the organization which operates it should meet regularly with the advisory committee; the head of the advisory committee should regularly attend meetings of the governing body.

After RSVP has been administratively decentralized, the State offices of aging should play a major role in establishing a State-wide advisory committee. Retired Senior Volunteers should also elect representatives to this committee.

PUBLIC RELATIONS

> A public relations program shall be an integral part of the Retired Senior Volunteer Program at every level. Appropriate timing of the public relations program is crucial.

A soundly conceived public relations program can make a major contribution to the success of the Retired Senior Volunteer Program. It should be an integral part of the program and should occur at local, state, and national levels.

Among the purposes a public relations program can accomplish are:

1. Improving the older person's self image. Many older persons suffer from feelings that they are no longer of any value to society. As do members of any age group, older persons need to feel wanted. Positive publicity given to their activities can serve the invaluable function of increasing their feelings of self-worth.

2. Developing local acceptance of RSVP by the community at large. Publicity given to RSVP can be of great assistance in developing acceptance and support of the program by the community. Additionally, it can serve the purpose of creating new placement opportunities by developing awareness on the part of the potential placement agencies of the value of older volunteers.

3. Increasing receptivity to the program on the part of older persons. Older persons may at first be hesitant to join RSVP because of a lack of knowledge of what the program entails. Once they become aware of the value of the program, and societal acceptance of RSVP is developed at the local level, recruitment of Retired Senior Volunteers will become far easier to accomplish.

4. Educating the country at large about older persons. RSVP should be a vehicle for educating the country about aging and turning back the flood of publicity in recent years which portrays older persons as devoid of worth and totally dependent upon society. The experience of existing senior volunteer programs illustrates the rich possibilities RSVP offers in this regard. For example, testifying before the Special Subcommittee on Aging of the Senate Committee on Labor and Public Welfare in 1967, Mrs. Fred Weiser, then assistant treasurer of the National Council of Jewish Women and an organizer of its Senior Service Corps in Essex County, New Jersey, said: "The (National Council of Jewish Women's) pilot projects, 13 communities in the United States, have demonstrated beyond any doubt, that ... (senior) volunteer service promotes respect for older citizens, particularly on the part of younger people. The senior volunteers are seen as active people doing essential community work." So we urge that RSVP's public relations program (at the national level, especially) seek to develop realistic attitudes about aging - portraying older persons as active retired

persons at work in their community as well as depicting the special needs of older persons. A good, positive educational program can be a long-range benefit to the country.

Accomplishment of the above-cited purposes is clearly important to all aspects of the program, i.e., recruitment and retention of volunteers, development of community support and expansion of placement opportunities.

There are a variety of effective public relations techniques which can be utilized. Newsletters, both local and national, and coverage by the mass media of various aspects of the program, including recognition ceremonies and expansion of the program into new placement organizations, should be encouraged. Feature stories describing the activities of volunteers can dramatize the value of the program. Interviews of RSVP staff and volunteers on local radio, films of Retired Senior Volunteers "on the job" on local television, public speaking engagements by RSVP staff - all should be sought and used to further the purposes of the program.

Although a public relations program can be an invaluable tool, it can be so only if it is used properly. In fact, publicity can cause problems rather than bring benefits to a volunteer program if it is not handled with care. Therefore, the following notes of caution are offered:

(a) The timing of the public relations program must be right. Publicity must not be undertaken until the program is operational. Prior publicity may result in arousing hopes and expectations which cannot be met and which could be disastrous to the program.

(b) Publicity for recruitment purposes at the national level should be specifically avoided. (See section on recruitment.)

STAFF TRAINING

> Orientation and training shall be provided to Federal, Regional, and State staff who are involved in administration of the Retired Senior Volunteer Program, to directors of local RSVP projects, and to supervisory staff of the organizations to which Retired Senior Volunteers are assigned. Such training shall provide significant opportunities to meet and talk with persons experienced in the operation of senior volunteer programs.

Since RSVP is a new program, persons in positions from the federal to local level (both in public agencies and private organizations) will need to be oriented to the program and assisted in performing their jobs. We feel great care should be taken in designing this training, since it will be very important in establishing RSVP and assuring its success.

Initial Training

We suggest the following training in the initial days of the program, based on the staffing requirements previously discussed:

(1) AOA staff members in Washington who are directly responsible for RSVP should be given intensive training in voluntarism and aging. Some of this may be provided in group sessions in Washington, but we stress the need for these staff members to be exposed, in the field, to existing programs and to practitioners who can be of assistance to them and for tailoring

the field experiences themselves to the special needs of each individual involved. The staff members receiving this training should participate in determining its content.

(2) The AOA staff in Washington who are responsible for RSVP should arrange an orientation on RSVP for other AOA staff in Washington. We strongly suggest that at least one person who actually operates a local program similar to RSVP participate in these sessions and serve as a resource. It will be of immeasurable value to the entire program if AOA staff are knowledgeable about RSVP as they carry out their own responsibilities.

(3) Soon after RSVP starts up, a meeting should be convened in Washington for associate regional commissioners for aging. We suggest a full day of sessions, including briefings on administration of the program, discussion of the role of the Regions and the State offices on aging in identifying potential sites for local RSVPs, and sessions on the practical aspects of operating RSVP at the local level. Sessions on these practical aspects could well include presentations on training volunteers and supervisors, how to locate and use local resources, ways of solving transportation problems, and other such matters. Again, we recommend that persons who actually operate local programs be heavily involved in such presentations.

(4) The Washington RSVP staff should work directly with the associate regional commissioners for aging in holding a conference in each Region to discuss RSVP with other members of the Regional office staff on aging and (in separate sessions) with directors of State offices on aging within the Region. Regional aging staff should receive an orientation similar to that given general AOA staff in Washington, as outlined above. We suggest that the regional staff of other federal departments concerned with voluntarism or aging be invited to participate in this orientation. Sessions for the State directors should include discussion of the administrative aspects of the program by Washington RSVP staff and the associate regional commissioner and description of program operation on the local level by experienced directors of senior volunteer programs.

Training During Operational Phase

When the program actually begins to take form and AOA begins to solicit applications for funds, staff at the Regional and State levels will be dealing with problems on a more concrete basis and will have more specific questions. At this juncture, AOA can make the best use of sessions that deal very precisely with "how to do it," and should involve resource people for this purpose -- among them, program directors who have actually solved transportation problems, trained on-the-job supervisors, conducted recruitment of volunteers, set up information systems that are needed in the central office, and so forth. Sessions of this type will be of particular value during the developmental period of RSVP, but should be continued at intervals throughout the life of the program as the needs of Regional and State staff change.

Before local RSVPs are funded, Federal, Regional and State staff will have worked intensively with the local directors-designate of the programs on how to develop and operate an RSVP. After funding, when programs have been in operation for a month or two, we feel that local project directors could profit from meetings with resource persons in the field. Such meetings should be conducted by AOA, and the local directors should be directly involved in determining their content.

Local RSVP directors will have the responsibility of orienting supervisors and other staff of placement organizations and providing them additional training and counsel as needed. In view of the importance of the relationship between volunteer and supervisor for the success of the program, we feel it is essential that some training be provided to those staff who will be supervising volunteers on-the-job before any volunteers are actually assigned. Many supervisors will have had little experience working with older volunteers (in some cases, especially in rural areas, they may have had no experience with volunteers at all) and many volunteers will be initially hesitant or frightened about their new role. Providing some training to supervisors before volunteers are assigned should help smooth the way. All training for on-the-job supervisors should include discussions of aging and the needs of older persons.

Since it is also our view that supervisors of volunteers are, in effect, trainers, we also recommend that training for supervisors include not only the basics of supervision (defining a job, arranging regular conferences with the volunteer, and other such matters) but also instruction in human-relations skills and ways of providing volunteers real assistance and opportunities for growth. We recognize, of course, that some supervisors will be better prepared for their role as trainers than others. But local RSVP project staff should make every effort to help all supervisors develop the abilities necessary to provide a good experience for the volunteers and those whom the volunteers serve.

Conclusion

We want to emphasize that while there is much information and experience directly applicable to RSVP, everyone is still learning. The "formal" field of aging is quite new, as is the "field" of voluntarism. We feel the tone of RSVP should be one of openness to the sharing of problems and new learning on a continual basis. If this basic attitude can be established at the various program levels, then RSVP will be a successful program.

EVALUATION AND REPORTING SYSTEM

> The evaluation system employed in the Retired Senior Volunteer Program shall provide for (a) evaluation of both qualitative and quantitative factors, (b) assessment of program operation at every level of administrative responsibility, and (c) evaluation of the program by volunteers. Data necessary for such evaluation shall be gathered continuously, in the routine operation of the program. The accumulated data and results of evaluations shall be summarized at regular intervals and reported to administrative offices as required by the Administration on Aging.

Evaluation of the Retired Senior Volunteer Program should be designed to fulfill three basic purposes:

(a) to provide all local programs and all administrative levels the opportunity to acquire a flow of information with which to periodically assess their own progress against stated goals,

(b) to provide each administrative level of the program the opportunity to assess every other level, in order to determine if relationships among them are developing as planned and if each is offering the others necessary support and assistance,

(c) to provide the Federal government, Congress, and the public with timely information on program and cost effectiveness.

The guiding concept for evaluation of RSVP should be continuous accumulation of information in order to learn and correct at planned intervals. Thus, it is important to design both form and content of the evaluation so that it can actually be used by project staff, volunteers, and responsible government officials. The entire process must be in sharp distinction to the usual methods of evaluation, which are often undertaken annually or even less frequently, viewed as "check-up" procedures, and conducted by "professional evaluators."

We recommend the Administration on Aging design a format for evaluation of RSVP for use throughout the country. Accumulation of the raw data on which much of the evaluation will rest must be the responsibility of the local sponsoring organizations. The data gathered must, of course, include baseline data on volunteers and placement organizations.

We recommend that evaluation of the Retired Senior Volunteer Program include assessment of:

(a) factors related to volunteers (i.e., changes in their attitudes and physical conditions, their feelings about the program, and their level of contribution)

(b) content and administration of local programs (measured against their stated goals) and the extent to which they have adhered to their development plans,

(c) the role of State offices on aging or other organizations at the state level responsible for RSVP,

(d) regional administration of the program, and

(e) federal administration of the program.

At each of these levels, evaluation should include both qualitative and quantitative aspects of the program. Many which could be fruitfully evaluated are suggested below. We would like to stress that ample opportunity must be given each administrative level to assess the operation of every other level and that the volunteers themselves must be intimately involved in the evaluation process.

Assessment of Factors Related to Volunteers

Assessment of factors related to volunteers might include:

(a) Self-evaluation by the volunteers. This could simply be a short statement by volunteers about how they feel about their assignment and their supervisors as well as what RSVP has meant to them as individuals. (See statements by volunteers in Project SERVE in the appendix of this report as examples.)

(b) Assessment of volunteers by placement organizations. This might include the general level of their contribution to the placement organization, observable physical and attitudinal changes in the volunteers since they joined the program, and observable changes in persons with whom the volunteers have been working. Again, many of these comments will need to be in narrative form.

(c) Assessment of the volunteers by the local RSVP staff, similar in form to that made by the placement organizations.

(d) Assessment of the volunteers by the individuals they serve. This evaluation should also occur on a very informal basis.

Assessment of Local Programs

Local programs should be assessed in terms of content, administration, and the extent to which they have adhered to their development plans. The specific points evaluated could include:

(a) Adherence to legislation, regulations and guidelines

(b) Number and types of assignments for volunteers

(c) Numbers of volunteers recruited (measured against program quotas) and effectiveness of various recruitment methods

(d) Supervisory ratios at assignment locations

(e) Supervisory ratios at sponsoring organization for volunteers

(f) Numbers of Retired Senior Volunteers in leadership positions at various levels of operation

(g) Effectiveness of Retired Senior Volunteers in performing their assignments

(h) Effectiveness of placement organizations in providing stimulating and challenging assignments for Retired Senior Volunteers

(i) Continuing participation of placement organizations

(j) Cost-effectiveness of the program

(k) Analysis of long range benefits to the community

(l) Financial and other forms of contributions to RSVP by the community

(m) Effectiveness of advisory council

(n) Retention of volunteers

(o) Numbers of inquiries from the general community in the form of letters, phone calls, and visits to central office

(p) General assessment of placement organizations, with particular emphasis on assignments and supervision

(q) Amount of coverage given RSVP in local communications media

(r) Effectiveness of various kinds of orientation and training provided

(s) Numbers of persons in local communities served by Retired Senior Volunteers

Assessment of the Role of State Offices on Aging

The role of State offices on aging or other organizations at the state level responsible for operation of RSVP might be evaluated in terms of:

(a) Adherence to legislation, regulations and guidelines

(b) Technical assistance to communities

(c) Utilization of existing State resources outside the office on aging for the benefit of local Retired Senior Volunteer Programs

(d) Administrative and fiscal effectiveness in operation of local programs

(e) Actual growth and content of RSVP in the State (measured against the State's proposed plan) in terms of number and kinds of programs and number and kinds of volunteers

(f) Quality of relationships with local and federal levels

Assessment of Regional Administration of Program

Evaluation of this level of administration could include:

(a) Adherence to legislation, regulations and guidelines

(b) Quality of its relationships with State offices on aging and the Administration on Aging in Washington

(c) Level of resource assistance to states and local programs

(d) Resolution of conflict

Assessment of Federal Administration of the Program

Evaluation of the federal government's performance could include:

(a) Adherence to legislation, regulations and guidelines

(b) Quality of its relationships with regional and state offices

(c) Resource assistance to regional offices, states and communities

(d) Resolution of conflict

(e) Actual growth of RSVP in terms of programs and volunteers in relation to federal goals.

Reporting System

The data gathered should be summarized and reported at regular intervals to state, regional and/or federal offices as the Administration on Aging finds appropriate. The statistical reporting system developed must provide for adequate communication channels in both directions, that is, from the local to the state to the regional office and to Washington headquarters and back down again. The Administration on Aging will need to take some care to insure that those portions of the reports in which one level of administration evaluates the performances of other levels are sent directly to Washington, so that natural inhibitions do not defeat the purpose of requesting the evaluation.

The reporting process should take several forms. One is the frequent periodic reporting of operating data which will show from one period to the next such variables as the numbers of people served, the numbers of volunteers, the funds expended and the full list of items which are needed to show for each organization or project its performance record.

Not all statistical reports need to be of the same periodicity. Some can be, and should be reported monthly, for example, while others can be reported quarterly or semi-annually. Likewise, reporting from the local to the state could be much more detailed than might be required from the state to the regional office and on into Washington. The essential point is that the statistical reporting system should be providing regularly some performance data which could serve evaluation purposes.

A second type of evaluation report is one which provides much more administrative detail on a less frequent but regular basis. Examples are the typical annual report which could contain financial and operating data, such as budgets, staff turnover, classes of service rendered, and many others which are not needed at monthly or quarterly intervals.

A third type is the intensive review on the ground and with field staff especially qualified to appraise agency performance. This is the kind of review in person which not only requires more detail, but also involves judgmental factors of examination and appraisal.

There is no precise line to be drawn between any two of these types with respect to the data appropriate to each. Larger agencies with more advanced organization and equipment can report regularly through the statistical system information which in other less developed agencies may have to be obtained through occasional reports or even through personal visits. During the early stages of the program personal visits will be especially necessary (where visits as often as once a month may be required) and during the process of decentralization.

It is vitally important to insure that the headquarters and regional staffs have adequate access to the local operating agencies via the state agency. The latter should either maintain a complete file of local reports on local agency operations, or the state should pass on the local reports to the regional office or to Washington headquarters. It is essential that the latter has at all times the nation-wide information which is needed to report on the progress of the program to the Executive, the Congress, and the general public.

APPENDIX A

Selected List of Persons, Agencies, and Organizations Contacted in Person For Information on Existing Senior Volunteer Programs and/or Views on Implementation of Retired Senior Volunteer Program

Breakthrough to the Aging
Greater Hartford Council of Churches
30 High Street
Hartford, Connecticut 06101
Douglas A. Beals, Director

Brookline Multi-Service Senior Center
50 Pleasant Street
Brookline, Massachusetts 02146
Evelyn Greenman, Director

Center for a Voluntary Society
National Training Laboratory Institute
1507 M Street, N.W.
Washington, D. C.
Jan Peck, Associate Director

Companions Unlimited
Women's Educational Union
264 Boylston Street
Boston, Massachusetts 02018
Virginia Jeffery, Director

Council of Elders, Inc.
280 Martin L. King Boulevard
Roxbury, Massachusetts 02119
Jack Leff, Executive Director

Family Service Association of America
44 East 23rd Street
New York, New York 10010
    Lenore Rivesman, Director, National Institute of Mental Health Project

Federation of Protestant Welfare Agencies
281 Park Avenue South
New York, New York 10010
    John Keppler, Executive Director
    Irma Mingis, Director, Division on Aging
    Rita Lambek, Director of Volunteer Bureau

Girl Scouts of America
830 Third Avenue
New York, New York 10022
    Elaine Willis, Director of Personnel
    Mabel A. Hammersmith, Program Specialist - Service
    Charlene J. Ray, Public Affairs Division

Institute on Aging
University of South Florida
4202 Fowler Avenue
Tampa, Florida
    Albert J. E. Wilson, Director, Delivery of Services to the Tampa Model City Aged
    Harriet V. Agster, Field Coordinator, Delivery of Services to the Tampa Model City Aged
    Fernande M. Shenk, Field Coordinator, Delivery of Services to the Tampa Model City Aged
    Alden S. Gilmore, Professor, Institute on Aging

International Executive Service Corps
545 Madison Avenue
New York, New York 10022
    Dennis V. Ward, Deputy Vice President, Executive Recruitment

Massachusetts Legislative Council for Older Americans
110 Arlington Street
Boston, Massachusetts 02166
Frank J. Manning, President

National Center for Voluntary Action
1735 I Street, N. W.
Washington, D. C. 20006
David Jeffreys, Vice President for Organizational Relations
Helga Roth, Vice President for Program Information

National Council for Community Services to International Visitors
Meridian House
1630 Crescent Place, N. W.
Washington, D. C. 20009
Robert A. Aylward, Executive Director

National Council of Young Men's Christian Association
291 Broadway
New York, New York 10007
John R. Fisher, Director, Community Affairs

National Council on the Aging
1828 L Street, N. W.
Washington, D. C. 20036
Marjorie Collins, Senior Consultant
Donald Davis, Field Representative, Senior Community Service Project
Talmadge Fowler, Regional Representative, Atlanta, Georgia
Florence Murphy, Regional Representative, Kansas City, Missouri

National Farmers Union
1012 14th Street, N. W.
Washington, D. C. 20005
Blue Carstenson, Director, Green Thumb
Barbara Heath, Director, Green Light

National Federation of Settlements and Neighborhood Centers
232 Madison Avenue
New York, New York 10016
    Mary Blake, Director of Field Service
    Ned Goldberg, Director, Financial Development

National Sharecroppers Fund
112 East 19th Street
New York, New York 10003
    John Wilson, Washington Representative

Northeastern University
Center for Continuing Education
Boston, Massachusetts 02115
    Robert B. McCreech, Professor

United Nations Association
345 East 46th Street
New York, New York 10017
    Jack Walsh, Director of Chapter Relations
    Evelyn Spiegler, Director, New York Chapter

United Way of America (formerly: United Community Funds and Councils of America)
345 East 46th Street
New York, New York 10017
    Hemp Coley, Director of Research and Development
    Herbert I. Kenny, Senior Consultant for National Center for Voluntary Action
    Elizabeth Vajda, Librarian

Volunteer Bureau
Community Services of Greater Worcester
7 Oak Street
Worcester, Massachusetts 01602
    Mrs. Charna Lewis, Director

Volunteer Services
United Community Services of Metropolitan Boston
15 Somerset Street
Boston, Massachusetts 02108
Mrs. Charles Sandhaus, Staff Associate

Volunteers for International Technical Assistance
College Campus
Schenectady, New York 12308
Benjamin P. Coe, Executive Director, USA Division

Federal Agencies

U. S. Department of Agriculture
Extension Service
Washington, D. C. 20250
V. Milton Boyce, Program Leader, 4-H Youth Development

U. S. Department of Health, Education and Welfare
Social and Rehabilitation Service
Administration on Aging
Washington, D. C. 20201
Mel Spear, Director, Division of Older Americans Services
M. Gene Handlesman, formerly Director, Foster Grandparent Program, Division of Research, Demonstration, and Training
John Keller, Acting Director, Foster Grandparent Program
Alfred N. Larsen, Program Development Specialist, Foster Grandparent Program
Marvin Taves, Director, Research and Demonstration Grants, Division of Research, Demonstration, and Training
Jessie S. Gertman, Deputy Director, Research and Demonstration Grants
James Dolson, Specialist in Aging, Research and Demonstration Grants
Jeannette Pelsovits, Nutrition Specialist, Research and Demonstration Grants
William Neth, Assistant Associate Regional Commissioner for Aging, Region I, Boston, Massachusetts
Eleanor Morris, Associate Regional Commissioner for Aging, Region II, New York, New York

Franklin Nicholson, Associate Regional Commissioner for Aging, Region IV, Atlanta, Georgia
Paul Ertel, Associate Regional Commissioner for Aging, Region VII, Kansas City, Missouri

U. S. Department of Health, Education and Welfare
Social and Rehabilitation Service
Office of Federal-State Relations
Wasington, D. C.
Cynthia Nathan, Staff Advisor on Citizen Participation

U. S. Department of Health, Education and Welfare
Social Security Administration
Baltimore, Maryland 21235
Jay L. Roney, Director, Community Planning Staff
Ruth White, Community Planning Staff

U. S. Department of Housing and Urban Development
451 7th Street, S. W.
Washington, D. C. 20410
Patricia Ingraham, Program Specialist, Citizens Participation and Aging, Office of Program Development, Model Cities Program

U. S. Office of Economic Opportunity
1200 19th Street, N.W.
Washington, D. C. 20036
Irven Eitrem, Older Persons Specialist, Older Persons Program, Office of Operations
John Huchison, Older Persons Specialist, Older Persons Program, Office of Operations
Cleo Tavani, Coordinator for Volunteer Participation and Older Persons
Velma Linford, Specialist, Senior Citizens, Volunteers in Service to America (VISTA)
George Lima, Program Officer, VISTA, Region I, Boston, Massachusetts

State Agencies

Florida Bureau on Aging
Division of Family Services
Department of Health and Rehabilitative Services
St. Petersburg, Florida
    Glenn Mauzy, Field Representative
    Jim Noble, Field Representative
    Margery Williams, Field Representative

Georgia Commission on Aging
1372 Peachtree Street, N. E. (Suite 301)
Atlanta, Georgia 30309
    Harold Parker, Executive Director
    Kay Jernigan, Deputy Director

Michigan Commission on Aging
1101 South Washington Avenue
Lansing, Michigan 48913
    Charles H. Chaskes, Executive Director

Missouri Office of Aging
Department of Community Affairs
501 Jefferson Building
Jefferson City, Missouri 65101
    Earl R. Welty, Director

New York Office for the Aging
500 Fifth Avenue
New York, New York
    James O'Malley, Assistant Director
    Donna Rosenthal, Field Representative

Other

Max Kaplan
(Member, 1971 White House Conference on Aging
Technical Committee on Retirement Roles and Activities)
Director, Leisure Institute
University of South Florida
Tampa, Florida 33620

Harriet H. Naylor
Director of Volunteer Services
Department of Mental Hygiene
Albany, New York

Local Project Visits

Senior Citizens Services, Inc.
401 South Prospect Avenue
Clearwater, Florida 33516
- Elmer Shafer, Director
- Melvin Newquist, Board Member of Senior Citizens Services, Inc. and President, Haven House, Inc.
- Tom Cassidy, Volunteer (in charge of recreational activities)
- Paul Hill, Volunteer (in charge of volunteer program)
- Russell Palmer, Volunteer, Assistant Floor Manager, Senior Citizens Craft Center Gift Shop
- Other volunteers

Athens Community Council on Aging
150 East Hancock Avenue
Athens, Georgia 30601
- Thomas C. Cook, Jr., Executive Director
- H. R. Smith, Professor, Department of Management, University of Georgia (formerly: President, Athens Community Council on Aging)
- Lora Caster, Chairman, Volunteer Committee of Athens Community Council on Aging and President, Church Women United
- C. B. Lord, Associate Director, Georgia Center for Continuing Education, University of Georgia

William Brown, Assistant Director for Education, Georgia Center for Continuing Education, University of Georgia
William Osburn, Coordinator, Georgia Center for Continuing Education/ School of Business, University of Georgia
James Watson, Community Development Specialist, Georgia Center for Continuing Education, University of Georgia
Robert Wray, Director, Council on Gerontology, University of Georgia
Roger N. Carstensen, President, Christian College of Georgia
The Rev. Andrew Crowley, Pastor, Chapel Christian Church, Winder, Georgia
The Rev. Ray Howe, Pastor, Friendship Presbyterian Church
Del Poling, Executive Director, Center for Creative Living
Walter Denero, Executive Director, Model Cities Program, Athens, Georgia
June Lane, Director, Russell Nursing Home, Russell, Georgia
Volunteers

Green Hills Human Resources Corporation
Green Hills Senior Citizens' Council, Inc.
P. O. Box 151
Trenton, Missouri 64683
  William F. Hubbard, Executive Director, Green Hills Human Resources Corporation
  Billy Carter, Assistant Director, Green Hills Human Resources Corporation
  Ruth Flynn, VISTA Volunteer (senior citizen)
  Vivian Elmore, Senior Aide, Meals Program
  Cecil N. Davis, President, Green Hills Senior Citizens' Council, Inc.
  Bina Davis, Project Director, Harrison County Services and Activities for Senior Citizens
  Ruth Reese, Volunteer (editor of Senior Citizens' Council newspaper)
  Gladys Fanning, Volunteer
  Other volunteers

TEAM, Inc.
4520 Cordova Road
Louisville, Kentucky 40207
  Mrs. Sidney Meyer, Project Director
  Mrs. Mary Ford Detjen, Counselor, Barret Junior High School
  Volunteers

Age Center of Worcester, Inc.
5 Main Street
Worcester, Massachusetts 01608
  Sol S. Boskind, Executive Director
  Ann Power, Assistant Director
  Volunteers

Project SERVE
Community Service Society
105 East 22nd Street
New York, New York 10010
  Janet Sainer, Director
  Mary Zander, Research Specialist
  Carol Patterson, Project Information Specialist
  Ann Reisch, Coordinator, SERVE, Staten Island
  Polly Normann, Coordinator, SERVE, Staten Island
  Elizabeth A. Hammond, Coordinator of Volunteer Services, Willowbrook State School, Staten Island, New York
  Volunteers

SERVE-in-New-York-State
Community Service Society
105 East 22nd Street
New York, New York 10010
  Janet Sainer, Director
  Florence K. Kallan, Project Coordinator
  Ellen Potter, Project Coordinator
  Jocelyn L. Godfrey, Project Coordinator

SERVE-in-Jamaica
  Theodora Jackson, Director, Older Adult Program, First Presbyterian Church, Jamaica, New York
  Rita Amatulli, Coordinator of Volunteer Services, Creedmoor State Hospital, Queens Village, New York
  Eric Brettschneider, Assistant Administrator, Queensboro Society for the Prevention of Cruelty to Children, Queensboro, New York
  Volunteers

SERVE-in-Westchester

Bertha K. Melchior, Vice President, Volunteer Service Bureau, Inc., Westchester, New York, and Chairman, SERVE-in-Westchester
Isabelle Perry, Coordinator, SERVE-in-White Plains
Dorothy Russell, Director of Volunteers, Grasslands Hospital, Valhalla, New York
Volunteers

SERVE-in-Oyster Bay

Adelaide Attard, Recreation Supervisor, Senior Citizens Division, Department of Recreation and Community Activities, Town of Oyster Bay, Long Island, New York
Dorothy Birnham, Volunteer Coordinator, Senior Citizens Division, Department of Recreation and Community Activities, Town of Oyster Bay, Long Island, New York
Helen Murray, Coordinator of Volunteers, Suffolk State School, Melville, Long Island, New York
Volunteers

Volunteer Placement, Service, and Information Project for Older Americans
Lane County Volunteer Services Council, Inc.
280 East 11th Avenue
Eugene, Oregon 97401
Margaret Stauffer, Project Coordinator
Cuma Smith, Superivsor, Campbell Senior Center
Ed Smith, Director, Department of Parks and Recreation, Eugene, Oregon
Winfield Atkinson, Social Services Coordinator, School District IV, Eugene, Oregon
Ferne Hoffman, Volunteer Coordinator, Sacred Heart General Hospital
Ruey Thomas, Community Volunteer
Myra Miller, Assistant Professor, Community Services and Public Affairs, University of Oregon
Jody Stout, formerly President, Lane County Volunteer Services Council
Frances Scott, Director, Center for Gerontology, University of Oregon
Charles Dean, formerly Director, Department of Continuing Education, University of Oregon
Volunteers

Community Volunteer Project
United Auto Workers Retired Workers Centers, Inc.
8731 East Jefferson Avenue
Detroit, Michigan 48214

Freida E. Gorrecht, Executive Director, United Auto Workers Retired Workers Centers, Inc.
Margaret A. Hossack, Coordinator, Senior Citizen Program Coordinator, City of Detroit
  Department of Parks and Recreation
Mildred Muthleb, Project Director, Nutrition and Senior Citizens Services Project, Martens Recreation Center
Evelyn M. Fraser, Associate Executive, Central Services, United Community Services of Metropolitan Detroit
Barbara Stone, Program Specialist, Volunteer Action Center of Metropolitan Detroit

Five-County Crosslines
Courthouse
Leon, Iowa
  Rev. Jerry Evelsizer, Christian Church, Leon, Iowa (Decatur County)
  Fern Underwood, community leader, Clarke County
  Rev. Paul Lucky, Crosslines County Chairman, Clarke County
  Rev. John Dale, Clarke County
  Arvid Miller, Assistant Director, South Central Iowa Community Action Program, Inc., Leon, Iowa
  Phyllis Fight, CAP Community Center Coordinator, Decatur County
  Nell Gunn, CAP Community Center Coordinator, Wayne County
  Carmal Harger, CAP Community Center Coordinator, Clarke County
  Margaret Lewis, Director, South Central Iowa Area Council on Aging
  Carolyn Willey, Director, Homemaker Health Agency, Wayne County
  Jane Galehouse, VISTA Volunteer
  Ellen Guethlein, VISTA Volunteer
  Volunteer

Volunteer Programs of National Organizations

American Association of Retired Persons
1225 Connecticut Avenue, N.W.
Washington, D. C. 20036
  Lora G. Buckingham, Program Specialist
  Lawrence Carlson, Associate Dean, Institute of Lifetime Learning
  A. E. Casgrain, President, District of Columbia Chapter
  Edwin Doulin, National Project Director, Senior Community Service Aides Project
  Barbara Fazenbaker, Consumer Specialist

Fred Ferris, Coordinator, White House Conference on Aging (for AARP)
Roy Holmberg, Area Representative (Area 3: D.C., W.Va., Va., Ky., N.C.)
Kenneth Hultgren, Coordinator of Safety Programs
Howard Wallach, National Director, Project Late Start

American National Red Cross
National Headquarters
17th and D Street, N.W.
Washington, D. C. 20006
Phoebe Steffey, Assistant Director, Office of Volunteers
Barbara Byrnes, Volunteer Assistant to National Chairman of Volunteers
Helen Turner, Director of Volunteers, Southeastern Area Office, Atlanta, Georgia

National Council of Jewish Women
1 West 47th Street
New York, New York 10036
Henrietta Weiser, Member, Board of Directors; Chairman, NCJW National Task Force on Aging; Member, Steering Committee, Senior Service Corps of Essex County, New Jersey
Edith L. Nadell, formerly National District Representative, Mid-Atlantic District
Norma Klein, Professional Assistant, Community Activities Department

Telephone Pioneers of America
Association Headquarters
195 Broadway
New York, New York 10007
Grace Howard, Supervisor, Community Service Activities
Nancy Main, Secretary-Treasurer, Alexander Graham Bell Chapter No. 15
Annabelle Totten, President, Life Member Club, Alexander Graham Bell Chapter No. 15
Volunteers

Veterans Administration Voluntary Service
Veterans Administration
Washington, D. C.
Peter Miller, Director
Lenard Quinto, Deputy Director

Mary C. Mackin, Staff Assistant for Program Development and Appraisal
C. Sam Fox, Director of Voluntary Service, Veterans Administration Hospital, Washington, D. C.

APPENDIX B

Selected List of Persons, Agencies, and Organizations Contacted by Telephone For Information on Existing Senior Volunteer Programs and/or Views on Implementation of Retired Senior Volunteer Program

American Association of University Women
2401 Virginia Avenue, N. W.
Washington, D. C. 20037
    Alice L. Beeman, General Director

Council of Southern Mountains
College Box 2307
Berea, Kentucky 40403
    George Murphy, Director, Talent Search

National Council on Aging
1828 L Street, N. W.
Washington, D. C. 20036
    Bettye J. Gill, Regional Representative, Denver, Colorado
    Beatrice Schiffman, Regional Representative, San Francisco, California

Project Senior Companions
Family Service Association of Greater Tampa, Inc.
314 West Brorein Street (Suite 23)
Tampa, Florida 33606
    Carol M. Smith, Director

United Auto Workers
8000 East Jefferson Avenue
Detroit, Michigan 48214
    Andrew Brown, Assistant Director, Community Services and Retired Workers Department

Volunteer Bureau of Great Seattle
Lowman Building
107 Cherry Street
Seattle, Washington 98104
Jo-Anne Larsen, Director

Federal Agencies

U. S. Office of Economic Opportunity
1200 19th Street, N. W.
Washington, D. C. 20036
Scott Case, Chief, Governmental and Private Sector Relations, Region IV, Atlanta, Georgia
Clyde E. James, Model Cities and Older Persons Specialist, Region IV, Atlanta, Georgia
James Turgeon, Chief, Governmental and Private Sector Relations, Region VII, Kansas City, Missouri
Sam Wheeler, Health/Aging Coordinator, Region VII, Kansas City, Missouri
Ralph Creger, Community Services Specialist, Region VII, Kansas City, Missouri
Joe Mondanara, Executive Director, Southern Iowa Economic Development Association, Ottumwa, Iowa
Paul Tinsley, Director of Community Organization, Southern Iowa Economic Development Association, Ottumwa, Iowa

U. S. Department of Health, Education and Welfare
Social and Rehabilitation Service
Washington, D. C.
Don Gaston, Specialist on Aging, Region VI, Dallas, Texas

State Agencies

Florida Bureau on Aging
Division of Family Services
Department of Health and Rehabilitative Services
St. Petersburg, Florida
Connie Walker, Acting Director

Kentucky Commission on Aging
207 Holmes Street
Frankfort, Kentucky 40601
Harold L. Mann, Associate Director

North Carolina Governor's Coordinating Council on Aging
213 Hillsborough Street
Raleigh, North Carolina 27603
J. Eddie Brown, Executive Director

Washington Office of Economic Opportunity
Hotel Olympian
Legion and Washington
Olympia, Washington 98501
Bill Oliver, Volunteer Program Specialist

APPENDIX C

List of State Offices on Aging, Volunteer Bureaus, and Regional Offices of the Social and Rehabilitation Service Responding by Mail to LKI Letter of Inquiry on Implementation of Retired Senior Volunteer Program

State Offices on Aging*

Commission on Aging
740 Madison Avenue
Montgomery, Alabama 36104
John Miller, Executive Director

Office of Aging
Pouch H
Juneau, Alaska 99801
Henry A. Harmon, Coordinator

Division for Aging
State Department of Public Welfare
1624 West Adams Street
Phoenix, Arizona 85007
Robert W. James, Director

Office on Aging
State Capitol Building
Little Rock, Arkansas 72201
Mildred Williams, Director

Division of Services for the Aging
Department of Social Services
1575 Sherman Street
Denver, Colorado 80203
Robert B. Robinson, Director

Department of Aging
90 Washington Street (Room 312)
Hartford, Connecticut 06115
Sholom Bloom, Executive Secretary

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* State offices on aging contacted in person or by telephone are listed in Appendix A or B, as appropriate.

Bureau of Aging
1118 West Street
Wilmington, Delaware 19801
Preston Lee, Chief

Department of Public Welfare
122 C Street, N. W. (Room 803)
Washington, D. C. 20001
Winifred Thompson, Director

Division of Family Services
Department of Health and Rehabilitative Services
P. O. Box 2050
Jacksonville, Florida 32203
Emmett S. Roberts, Director

Division of Community Services
Department of Public Aid
State Office Building
Springfield, Illinois 62706
Henry L. McCarthy, Chief

Commission on Aging
P. O. Box 44282
Capitol Station
Baton Rouge, Louisiana 70804
Archie E. Robinson, Executive Secretary

Services for Aging
Department of Health and Welfare
Augusta, Maine 04330
Richard W. Michaud, Supervisor

Community Development Division
Government of the Trust
Territory of the Pacific Islands
Saipan, Marianna Islands 96950
William Allen, Chief

Commission on Aging
State Office Building
301 West Preston Street
Baltimore, Maryland 21201
Harry F. Walker, Executive Director

Governor's Citizen Council on Aging
277 West University Avenue
St. Paul, Minnesota 55103
Gerald Bloedow, Executive Secretary

Mississippi Council on Aging
P. O. Box 4232
Fondren Station
Jackson, Mississippi 39216
E. D. Kenna, Executive Director

Commission on Aging
Penkay Eagles Manor
715 Fee Street
Helena, Montana 59601
Lyle Downing, Executive Director

Advisory Committee on Aging
State House Station 94784
Lincoln, Nebraska 68509
Ronald L. Jensen, Executive Directc

Council on Aging
P. O. Box 786
3 South Street
Concord, New Hampshire 03301
Elizabeth K. Lincoln, Director

Division on Aging
Department of Community Affairs
P. O. Box 2768
Trenton, New Jersey 08625
Edward Donohue, Director

Public Welfare Board
State Capitol Building
Bismark, North Dakota 58501
Marion Connolly, Supervisor, Programs on Aging

Division of Administration on Aging
Department of Mental Hygiene and Correction
State Office Building
Columbus, Ohio 43215
Rose Papier, Coordinator

Special Unit on Aging
Department of Public Welfare
Box 25352
Capitol Station
Oklahoma City, Oklahoma 73125
John J. Hoppin, Supervisor

Interagency Council on Aging
2414 Bull Street
Columbia, South Carolina 29201
Harry Bryan, Executive Director

Division on Aging
353 East 2nd South
Salt Lake City, Utah 84114
Melvin White, Director

Interdepartmental Council on Aging
126 Main Street
Montpelier, Vermont 05602
Stephen J. Green, Executive Secretary

Gerontology Planning Section
Planning and Community Affairs
109 Governor's Street
Richmond, Virginia 23219
Julian P. Fox, Jr., Chief

State Council on Aging
Department of Social and Health Services
Olympia, Washington 98501
John B. McPherson, Executive Secretary

Commission on Aging
Professional Building (Room 402)
1036 Quarrier Street
Charleston, West Virginia 25301
Louise B. Gerrard

Division of Aging
Department of Health and Social Services
State Office Building (Room 690)
1 West Wilson Street
Madison, Wisconsin 53702
Duane Willadsen, Administrator

Division of Public Assistance and Social Services
State Office Building
Cheyenne, Wyoming 82001
Lynn Garrett, Director

Volunteer Bureaus*

Alabama

Volunteer Bureau of Greater Birmingham
2031 9th Avenue, South
Birmingham, Alabama 35233
Ann Proctor, Director

Volunteer Bureau of Huntsville and Madison County
701 Andrew Jackson Way, N.E.
Huntsville, Alabama 35801
Shirley Leberte, Coordinator

Arizona

Volunteer Bureau of Tucson, Inc.
United Community Services Building
3833 East Second Street
Tucson, Arizona 85716
Jack Beau, Executive Director

California

Volunteer Bureau of San Mateo County
119 Primrose Road
Burlingame, California 94101
Marjorie M. Bolton, Executive Director

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* Volunteer bureaus contacted in person or by telephone are listed in Appendix A or B, as appropriate.

Volunteer Bureau of Fresno Community Council
2844 Fresno Street
Fresno, California 93721
May Wyatt, Executive Secretary

Volunteer Bureau of North Orange County
2050 Youth Way
Fullerton, California 92632
Barbara Larson, Executive Director

Volunteer Bureau
325 North Newport Boulevard
Newport Beach, California 92660
Loyce MacDonald, Director

Volunteer Bureau of Alameda County
362 15th Street
Oakland, California 94612
Sylvia Sullivan, Executive Director

Volunteer Bureau of Pasadena, Inc.
118 South Oak Knoll Avenue
Pasadena, California 91101
Wendy Reid, Director

The Volunteer Bureau
3537 Main Street
Riverside, California 92501
Mary Ann Lawson, Executive Director

Volunteer Bureau of Sacramento
1122 17th Street
Sacramento, California 95814
Bette J. House, Executive Director

Volunteer Bureau of San Diego
520 E Street
San Diego, California 92101
Edgar N. Brown, Executive Director

Volunteer Bureau of Marin County
725 A Street
San Rafael, California 94901
Marion Kelley, Executive Director

Colorado

Volunteer and Information Center of Boulder County
2045 13th Street
Boulder, Colorado 80302
Marlene Wilson, Coordinator

Connecticut

Volunteer Bureau of Greater Bridgeport
181 Middle Street (400)
Bridgeport, Connecticut 06603
Lucille Viets, Director

Westport-Weston Volunteer Bureau of the Community Council
of Westport-Weston
59 East State Street
Westport, Connecticut 06880
Joyce Roessler, Director

District of Columbia

Volunteer Services
Health & Welfare Council of the National Capital Area
95 M Street, S. W.
Washington, D. C. 20024
Hulda Hubbell, Director

Florida

Volunteer Placement Center of Broward County
1300 South Andrews Avenue
Fort Lauderdale, Florida 33316
Catherine Yardley, Director

Volunteer Action Center
P. O. Box 790
Miami, Florida 33101
John S. Glaser, Director

Volunteer Bureau
625 Twiggs Street
Tampa, Florida 33602
Zenaida G. Nunez, Coordinator

Georgia

Volunteer Atlanta
793 Piedmont Avenue, N. E.
Atlanta, Georgia 30308
June P. Sammons, Executive Director

Hawaii

Volunteer Service Bureau
200 North Vineyard Boulevard (Suite 603)
Honolulu, Hawaii 96817
Rosalie Anderson, Executive Director

Illinois

Volunteer Bureau, Northwest Cook County
1900 East Thomas Road
Arlington,Heights, Illinois 60005
Esther Rabchuck, Executive Director

Social Work and Volunteer Manpower
Welfare Council of Metropolitan Chicago
123 West Madison Street
Chicago, Illinois 60602
Theresa B. White, Director

Volunteer Bureau
United Community Services of Evanston, Inc.
828 Davis Street
Evanston, Illinois 60201
Janet Laird, Executive Director

Volunteer Talent Pool
North Shore Communities of Chicago
739 Elm Street
Winnetka, Illinois
Joan L. Winter, Director

Indiana

Volunteer Bureau of the Community Service Council
of Metropolitan Indianapolis
615 North Alabama Street
Indianapolis, Indiana 46204
Elizabeth McWilliams, Director

Iowa

Volunteer Bureau of Council Bluffs
30 Pearl Street
Council Bluffs, Iowa 51501
Evelyn Ahrens, Executive Director

Volunteer Bureau of Scott County
404 Main Street
Davenport, Iowa 52801
Barbara Douglass, Director

Des Moines Volunteer Bureau
Hawley Welfare Building
700 Sixth Avenue
Des Moines, Iowa 50309
Dorothea Sidney, Director

Louisiana

Community Volunteer Bureau
5555 Government Street
Baton Rouge, Louisiana 70806
Martha McCrory, Executive Director

Community Volunteer Service of the Social Welfare
Planning Council
211 Camp Street
New Orleans, Louisiana 70130
Frances Bordelon, Director

Massachusetts

Volunteer Bureau
United Community Services
54 Wendell Avenue
Pittsfield, Massachusetts 01201
Carol A. Lively, Director

Michigan

Volunteer Bureau of Battle Creek
182 West Van Buren Street
Battle Creek, Michigan 49014
Margaret E. Johnston, Director

Central Services
United Community Services of Metropolitan Detroit
51 West Warren Avenue
Detroit, Michigan 48201
Evelyn M. Fraser, Associate Executive

Volunteer Services
711 South Westnedge Avenue
Kalamazoo, Michigan 49007
Virginia Aldrich, Director

Saginaw Volunteer Bureau
1232 North Michigan Avenue
Saginaw, Michigan 48602
Dorothy Rappa, Director

Minnesota

Volunteer Service Bureau
Community Health and Welfare Council of Hennepin County, Inc.
404 South Eighth Street
Minneapolis, Minnesota 55404
Anne B. Nicholson, Director

Volunteers for Community Service
406 South Eighth Street
Moorehead, Minnesota 56560
Dorla Bernu, Director

Volunteer Bureau, Inc.
65 East Kellogg Boulevard
St. Paul, Minnesota 55101
Margaret A. Healy, Director

Missouri

Volunteer Service Bureau
Health and Welfare Council
915 Olive Street
St. Louis, Missouri 63101
Dan MacDonald, Executive Director

Nebraska

United Community Services Volunteer Bureau
A. C. Nelsen Center
1805 Harney Street
Omaha, Nebraska 68102
Gloria Sawtell, Director

New York

The Volunteer Bureau of Albany Council of Community Services
877 Madison Avenue
Albany, New York 12208
Margret Appe, Executive Director

Volunteer Opportunities, Inc.
578 East 161st Street
New York, New York 10456
Elizabeth Sturz, Director

Mayor's Office for Volunteers
250 Broadway
New York, New York 10007
Patricia Richter, Executive Director

Volunteer Service Bureau of Poughkeepsie
215 Union Street
Poughkeepsie, New York 12610
Mona Vaeth, Director

Volunteer Bureau of the Council of Social Agencies of Rochester and Monroe County, Inc.
70 North Water Street
Rochester, New York 14604
Ione Dawson, Director

Volunteers Center, Inc.
108 North Salina Street
Syracuse, New York 13202
Jean Greene, Executive Director

Volunteer Bureau of the Troy Area
28 Second Street
Troy, New York 12180
Marion Babyak, Director

North Carolina

Volunteer Service Bureau
40 Page Avenue
Asheville, North Carolina 28801
Amy Hyatt, Executive Director

Volunteer Bureau of the United Community Services
1301 North Elm Street
Greensboro, North Carolina 27401
Chrys Constable, Director

Ohio

Volunteer Bureau of the Cincinnati Area
2400 Reading Road
Cincinnati, Ohio 45202
Mary Sawtelle, Executive Director

Bureau of Lake County Health and Welfare Council
7793 Mentor Avenue
Mentor, Ohio 44060
Lynn Bevington, Director

Volunteer Bureau
United Central Services
441 Huron Street
Toledo, Ohio 43604
Emily McClure, Director

Oklahoma

Volunteer Services
Community Council
P. O. Box 1474
312 Park Avenue
Oklahoma City, Oklahoma 73101
Charlotte Little, Director

Oregon

Lane County Volunteer Services Office
280 East 11th Avenue
Eugene, Oregon 97401
Sandra Warren, Director

Pennsylvania

Council on Volunteers
Health and Welfare Council, Inc.
7 Benjamin Franklin Parkway
Philadelphia, Pennsylvania 19103
Suzanne D. Cope, Director

Information and Volunteer Services of
Allegheny Councy
200 Ross Street
Pittsburgh, Pennsylvania 15219
Aaron Sacks, Executive Director

Rhode Island

Volunteers in Action
85 Cooke Street
Providence, Rhode Island 02906
Sheila Nowell, Director

Tennessee

The Volunteer Service Bureau of Memphis Health and
Welfare Planning Council
900 McCall Building
Memphis, Tennessee 38103
Polly C. Cooper, Executive Director

Volunteer Placement Service
404 James Robertson Parkway
Nashville, Tennessee 37219
Esty Foster, Director

Texas

Volunteer Bureau of Beaumont-North Jefferson County
650 Main Street
Beaumont, Texas 77701
Hazel D. Smith, Executive Secretary

Community Council of Greater Dallas
1720 Life Building
311 South Akard Street
Dallas, Texas 75202
Fran Harris, Planning Associate

Volunteer Center
Tarrant County Community Council
210 East Ninth Street
Fort Worth, Texas 76102
Jean Williams, Coordinator

Community Services Division
215 Main Street
Houston, Texas 77002
Katherine Dareneau, Director

Utah

Volunteer Services
Community Service Council
2005 Council Way
Salt Lake City, Utah 84115
Elaine Smart, Coordinator

Virginia

Volunteer Bureau
United Community Services
87 29th Street
Newport News, Virginia 23607
Elsie Meehan, Director

Volunteer Service Bureau
100 - A Royster Building
Norfolk, Virginia 23510
Lenora D. Nolen, Director

The Volunteer Bureau of the Valley
204 Shenandoah Building
Roanoke, Virginia 24011
Audrey Flora, Director

West Virginia

Volunteer Bureau
United Community Services of Huntington
419 Ninth Street
P. O. Box 2416
Huntington, West Virginia 25701
Miriam Evans, Director

Wisconsin

Volunteer Service Bureau
101 East Mifflin Street
Madison, Wisconsin 53703
Jane M. Peacock, Director

Regional Offices of the Social and Rehabilitation Service, Department of Health, Education and Welfare*

Region III (Delaware, District of Columbia, Maryland, Pennsylvania, Virginia, West Virginia)

401 North Broad Street
Philadelphia, Pennsylvania 19108
H. Burton Aycock,
Associate Regional Commissioner for Aging

Region VI (Arkansas, Louisiana, New Mexico, Oklahoma, Texas)

1114 Commerce Street
Dallas, Texas 75202
Harold S. Geldon,
Associate Regional Commissioner for Aging

Region VIII (Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming)

Federal Office Building (Room 9017)
19th and Stout Streets
Denver, Colorado 80202
Clinton Hess,
Associate Regional Commissioner for Aging

Region IX (Arizona, California, Hawaii, Nevada)

Federal Office Building (Room 406)
50 Fulton Street
San Francisco, California 94102
Richard Phenix,
Acting Associate Regional Commissioner for Aging

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* Regional offices contacted in person or by telephone are listed in Appendix A or B, as appropriate.

Region X (Alaska, Idaho, Oregon, Washington)

Arcade Building
1319 Second Avenue
Seattle, Washington 98101
Gerald Green,
Deputy Regional Commissioner

APPENDIX D

Reports on Local Project Visits

SENIOR CITIZENS SERVICES, INC.
401 South Prospect Avenue
Clearwater, Florida 33516

Elmer H. Shafer, Executive Director

Setting

Senior Citizens Services, Inc., is located in the heart of Clearwater, Florida, a large tourist and retirement community. The population of Pinellas County, in which Clearwater is located, is about 600,000. Of this number, approximately 200,000 persons are retirees, and it is generally estimated that about 50% of the total population is 50 years old or over. Retirees comprise one-third of the total population. It is estimated that the income levels of the retirees break down into the following categories:

Affluent	30% to 40%
Middle class but not affluent	30%
Just at poverty level	15%
Poor	15%

Clearwater, which is located right on the Gulf of Mexico and only a few miles from Tampa and St. Petersburg, has been an attraction to retirees in Florida for many, many years, and its retired population greatly affects the total life and atmosphere of the community. Fewer than 1% of Clearwater's population are life-long residents, and those that have resided there as long as 20 years are estimated at 16% (1966 figures).

Organizational Background

Senior Citizens Services, Inc., (SCS) was organized and incorporated over ten years ago by Ormond Loomis, who continues to serve the organization in various leadership roles. It was initially developed and continues to operate on the basis of the variety of needs of older persons and the utilization of the local community's resources in meeting these needs. Organized by senior citizens, SCS is designed as a corporation and functions as a business, using business standards. The Board of Directors is composed of fifteen members, all members of the Greater Clearwater community, and representatives of the business, financial, civic, and social professions. An organizational chart appears at the end of this section.

The services and activities of Senior Citizens Services, Inc., include the following:

(1) Adult education and counseling
(2) Employment and economic assistance
(3) Employment services
(4) Health and medical services
(5) Hobbies and community projects
(6) Craft center
(7) Housing and home improvement
(8) Legal aid

(9) Recreation and social activities

(10) Retiree benefits

(11) Insurance services

(12) Speakers Bureau

Some programs of Senior Citizens Services, Inc., operate as separate corporations directed by members of the Board of Senior Citizens Services. Haven House (a community center offering a variety of activities and services), the Senior Citizens Craft Center Gift Shop, and a housing complex now under construction for older persons are all governed by directors who are also directors of Senior Citizens Services, Inc., itself.

Senior Volunteers

With extremely few exceptions, the composition of Senior Citizens Services, including the Board of Directors and staff, is voluntary.

All of the services and activities previously listed not only involve volunteers actively, but the persons in charge of the services are, almost without exception, volunteers. The Senior Citizens Craft Center Gift Shop, which is a sales outlet for the crafts and hobbies of senior citizens along the Suncoast, is staffed by volunteers. Haven House, which offers hobby workshops, art, special days to make clothes for children in nursing homes and hospitals, a glaucoma and diabetes clinic, a library, recreation (chess parties and the like) - all of these activities are "staffed" by volunteers. This voluntary orientation is emphasized in SCS's descriptive literature, as follows:

> "(1) ... the Senior Citizens Services Corporation is not a social club for the rich or the poor or the idlers;
>
> (2) It is not a political or pressure group seeking any legislation or special advantages;
>
> (3) It is a private enterprise group of unpaid volunteers seeking only to serve individuals of advancing years and through them to render public service;
>
> (4) Its program was conceived and developed solely by volunteers. It is not only led and supervised by volunteers, but is wholly manned by and dependent upon volunteer service, outside of secretarial help and a full-time executive;
>
> (5) The continuing emphasis in our work is to supplement and support existing agencies in dealing with problems of the aging - particularly those who are lonely and unadjusted."

Senior Citizens Services estimates there are currently some 600 persons serving regularly as senior volunteers through SCS in the Clearwater area. While these volunteers are involved in many broadly-based community activities (such as helping in the school system, observing and criticizing court procedures, serving as volunteers in probation and parole programs), most volunteers give service, directly or indirectly, to senior citizens.

Some of the ways in which voluntary services are organized and performed are described below:

(1) The person who coordinates all volunteers is a board member and a retired personnel director.

(2) Services which are rendered organized to function both on a regular and emergency basis.

(3) A special committee of volunteers has as its job the location of potential volunteer projects within the community.

(4) New retired residents of Clearwater receive a letter of welcome, introducing them to Senior Citizens Services and to volunteer opportunities.

(5) Publicity is used in a variety of ways both to stimulate interest in volunteering and to recognize volunteers. Special tribute is paid to volunteers in the SCS monthly newsletter, under "Volunteers of the Month". Special feature stories appear regularly in Clearwater newspapers about all of the activities of SCS, including its volunteer activities.

(6) Volunteers are often recruited for special "one-time only" jobs. The media are widely used for this purpose.

(7) Volunteers include persons who want to use their skills and those who want to try something new.

(8) Tours are planned by volunteers, and the volunteer coordinator takes the trip privately, ahead of the tour group, to arrange for

all aspects of the trip. Trips of varying lengths are planned (from one to several days) to accommodate the interests of a large number of citizens.

(9) A roster of retired persons who do not want to have a regular volunteer schedule, but are interested in serving on an occasional basis, is consulted when a particular need for a volunteer arises - such as taking someone to a doctor. It is assumed, however, that if this initial assignment entails further visits to the doctor by the same individual, the original volunteer will follow-up.

(10) All volunteers who serve on a regular basis are interviewed by Senior Citizens Services, and the volunteer coordinator makes judgments as to the appropriateness of volunteer for assignment. While no formal training is offered, this interview is tantamount to orientation.

It should be noted that the level of educational attainment and success within the retired community in Clearwater provides exceptional talents and resources to the older population. At the present time, the Directors of Senior Citizens Services are offering advice to other senior organizations in other localities in Florida on organizational and business methods. SCS has a solid financial base, from a variety of sources; it includes private and public donations (land and office space), income from the Craft Center Gift Shop, and contributions in the form of stock. SCS has had a Title III program from the State Bureau of Aging, which has now been completed.

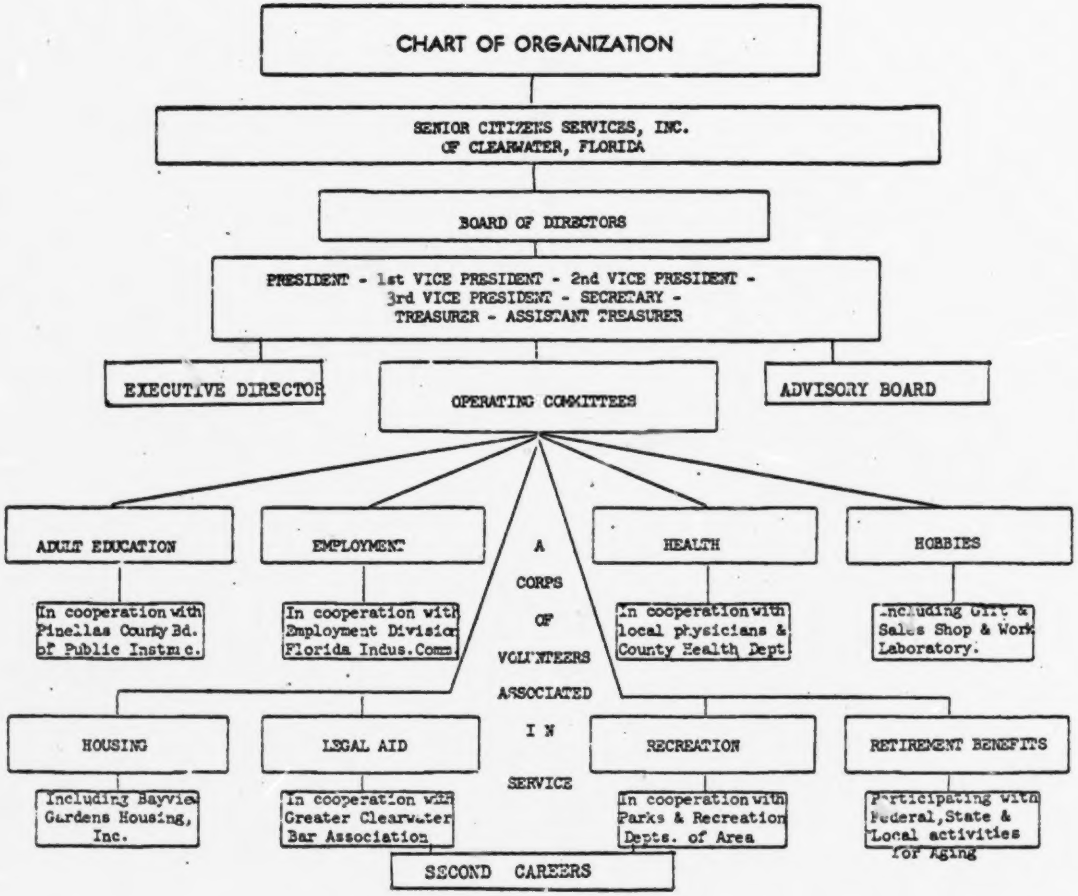


CHART OF ORGANIZATION
SENIOR CITIZENS SERVICES, INC. OF CLEARWATER, FLORIDA
BOARD OF DIRECTORS
PRESIDENT - 1st VICE PRESIDENT - 2nd VICE PRESIDENT - 3rd VICE PRESIDENT - SECRETARY - TREASURER - ASSISTANT TREASURER
EXECUTIVE DIRECTOR
OPERATING COMMITTEES
ADVISORY BOARD
ADULT EDUCATION
In cooperation with Pinellas County Bd. of Public Instruc.
EMPLOYMENT
In cooperation with Employment Divisio Florida Indus.Comm.
A CORPS OF VOLUNTEERS ASSOCIATED IN SERVICE
HEALTH
In cooperation with local physicians & County Health Dept.
HOBBIES
Including Gift & Sales Shop & Work Laboratory.
HOUSING
Including Bayvie Gardens Housing, Inc.
LEGAL AID
In cooperation with Greater Clearwater Bar Association
RECREATION
In cooperation with Parks & Recreation Depts. of Area
RETIREMENT BENEFITS
Participating with Federal, State & Local activities for Aging
SECOND CAREERS

From "USES OF TIME AND TALENTS BY RETIREES", issued by Senior Citizens Services, Inc., Clearwater, Florida (October 1966)

ATHENS COMMUNITY COUNCIL ON AGING
150 East Hancock Avenue
Athens, Georgia 30601

Thomas C. Cook, Jr., Executive Director

Setting

The Athens Community Council on Aging (ACCA) serves Athens, Georgia, and surrounding Clarke County. To a lesser extent, ACCA serves all of the rural counties contiguous to Clarke County as a resource in the field of aging. Athens is, to a great extent, a typical university town (since the University of Georgia is located there); it serves as a resource center for that part of the State of Georgia in which it is situated, providing many institutional and professional services to the entire area. The University itself serves as a resource for the entire State. The surrounding rural areas are typical of farm areas in the Southeast - mostly small farms, with small settlements scattered evenly between towns.

Organizational Background

The Athens Community Council on Aging is a private nonprofit community-wide agency. The ACCA's policy-making body is a 24-member Board of Directors, which operates with six working committees. The ACCA's primary mission is service to the aging. The ACCA has been in existence for several years, and was reorganized in 1969 with a full-time Executive Director. Its recent programs and activities include:

(1) Operating an AoA Title III grant from the State Commission on Aging in Georgia to determine the needs of older persons in Clarke County; to provide social services, information and referral, friendly visiting in nursing homes, and volunteers who make periodic telephone calls to older persons living alone; and to initiate programs and cooperate with all local agencies in the city-county area.

(2) Providing homemaker/health aide service (with Model Cities funds).

(3) Serving as a member of the Clarke County Community Chest.

(4) Serving as a representative on the Athens Model Cities Policy Board.

(5) Serving as a representative on the Clarke County Community Action Committee.

(6) Serving as a representative on the policy board of Athens Comprehensive Community Child Care, Inc.

One of the major dynamic efforts of the ACCA since its reorganization in 1969 has been a cooperative effort with the Christian College of Georgia (located in Athens), and the University of Georgia to establish an "Institute for Life Enrichment". The cooperative effort now underway has its roots in a profound interest in services to the aging and in the aging process. It takes into account the need for a common base for planning among those interested in children, youth, adults, retirees, and older persons. To paraphrase Dr. David Levine, who is co-chairman of the joint committee which spearheads the effort, this development in Athens "rejects that quality of thinking that would set one category of needed services against another and the phony youth versus aged controversy which frequently becomes a smoke screen that obscures that basic question of social priorities for people-related services".

Planning for the Institute for Life Enrichment has passed the phase of developing basic concepts, and is now in the stage of architectural drawings and fund-raising. Essentially, the Institute for Life Enrichment will provide housing and services for the aging around a central core of activities and services to other age groups; additionally, it will provide students at both the Christian College of Georgia and the University of Georgia practical training. It is anticipated that the center will serve as a resource and model for the State of Georgia and the nation. The diagram at the end of this section presents the concepts and planned facilities.

The primary factor in this cooperative endeavor is the amount of energy and creativity that many organizations in Athens are expending. Among them are:

(1) The Athens Community Council on Aging, in the role of coordinator

(2) The Christian College of Georgia, an agency of the Christian Church (Disciples of Christ), in initiating the idea of emphasis on services to the aging within the Church and in offering land and facilities for development

(3) The University of Georgia, including the Council on Gerontology, the School of Social Work Research Center, and the Center for Continuing Education (all offering a great variety of resources as well as back-up from the entire university community)

In addition to these Athens-based organizations, other organizations have been contributing to the overall development:

(1) Regional Office of the Social and Rehabilitation Service in Atlanta

(2) Commission on Aging, State of Georgia

(3) Regional Christian Church of Georgia

(4) National Benevolent Association (a national organization under the Disciples of Christ which operates eleven homes for the aging)

Senior Volunteers

It is within this conceptual framework developed for the Institute for Life Enrichment that voluntarism has its focus in Athens. While voluntary activities continue to occur in Athens and surrounding communities as a natural effort to meet human need, the planning now underway brings the totality of voluntary efforts into focus, with the objective of having the now disparate efforts complement and mutually benefit each other.

The ACCA has a broadly based interest in voluntarism, and is especially impressed by the benefits to older persons of serving as volunteers. The

ACCA involves senior volunteers in its work, through a Volunteer Committee, and acts in a coordinating capacity for many other senior volunteers; it also serves as direct resource to voluntary efforts in rural communities by providing information in the field of aging and by participating in training sessions for volunteers and supervisors.

The ACCA involves thirty volunteers, most of them older persons, directly in its own internal work, which operates mostly on a volunteer basis; this includes friendly visiting, telephone reassurance, and other person-to-person activities. A major voluntary effort in Athens, with which ACCA is intimately connected, is Church Women United. From this organization, approximately 150 volunteers, the great majority of whom are older persons, have regular assignments in nursing homes serving various age groups.

In cooperation with the Christian College of Georgia and the University of Georgia Council on Gerontology, ACCA participates in the development of programs spearheaded by churches in the surrounding rural areas. Most of the volunteers in the area are recruited as a result of their church involvement. Within a few churces, a particular emphasis has been created because of a new and formal dedication of the churches to serving older persons. Persons of all ages, many of them 60 or over, take on a "special ministry" in person-to-person work in the community (with individuals or within nursing homes). These assignments are usually with older persons because of the church emphasis on ministering to the aging and the large number of older persons in the community, but the volunteers do work with all age groups.

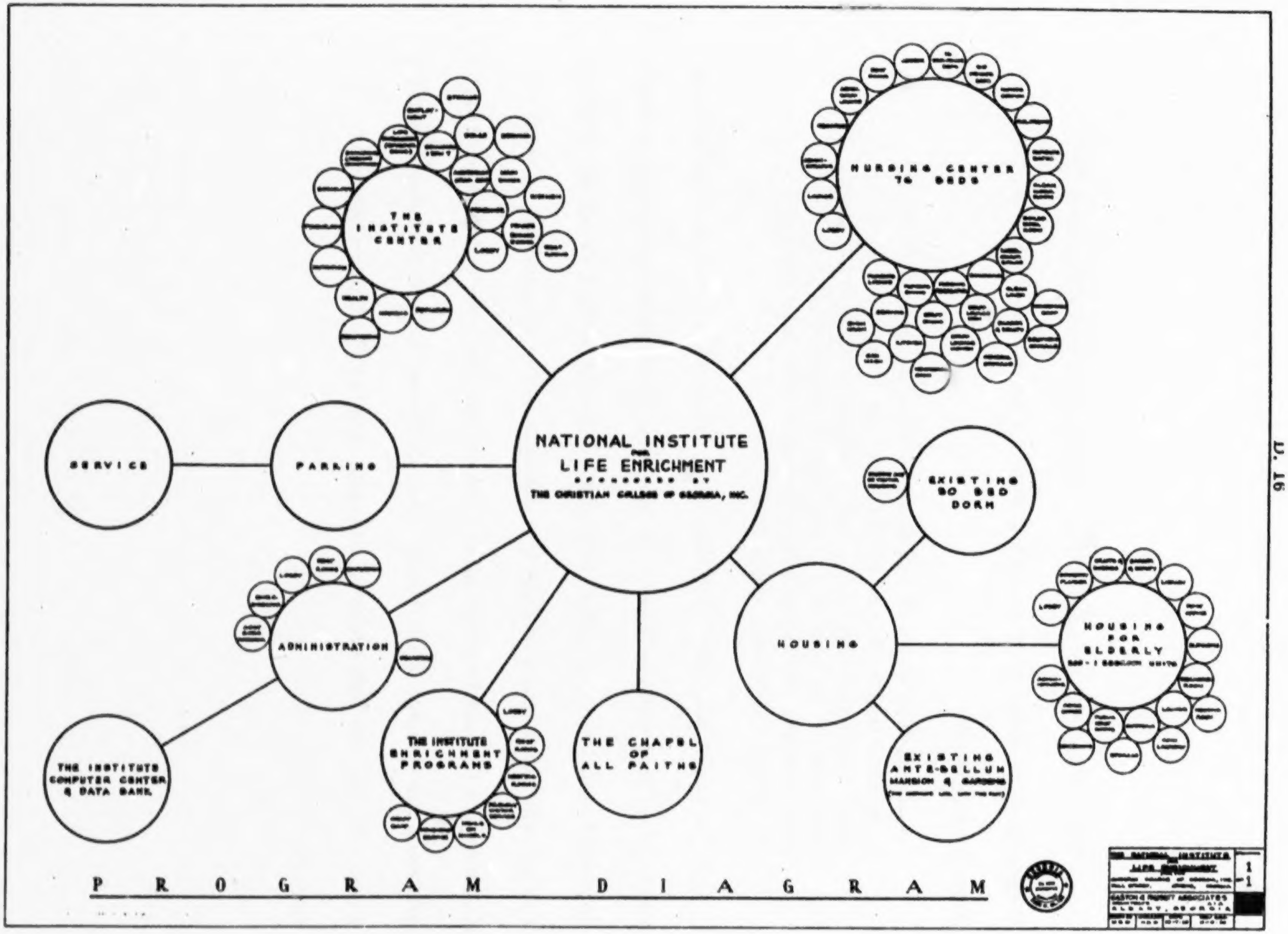
Because a great deal of work by volunteers is with persons who are disabled, special training is provided volunteers and supervisors by the church. This training is presented in several sessions; it pertains largely to human relations skills and the special needs of the disabled. The resources utilized in the training are all local: the Council on Gerontology at the University of Georgia (which has regular offerings through communities in Georgia in "Adult Development and Aging" and has enrolled supervisors of volunteers in regular courses); the ACCA; the minister of the particular church involved; and Dr. Roger N. Carstensen, Administrative Head of the Christian College of Georgia, who has initiated many of these church-related volunteer activities. Dr. Carstensen's development of what is known as "The First Mile Program" incorporates many of the basic concepts and methods for church volunteers in serving all age groups. A manual on the "First Mile" offers volunteers information on finding a person to serve; what to do with the person, once found; how to provide service; and basic principles of operation in being a volunteer. The basic philospphy of the "First Mile" is that

> "The presence of persons is in the end the greatest gift men give to men. Whatever man's trouble, beyond it he is lonely and lost. When First Milers give a shave or teach a cripple to walk, their companionship is a greater gift than their hands can carry."

The ACCA views older persons in volunteer activities as a major contribution to older persons as a group. In the words of Thomas C. Cook, Jr., Executive Director:

> "It seems that when we fail to make creative use of the natural resources that we have, and in this case I am speaking of the older adult, not only do we lose valuable manpower, but we have created by default a group that becomes more and more dysfunctional as it spends waning years with little creative use of natural talents and leisure time."

The ACCA has just completed basic research on church organizations in the area; this study will provide concrete information upon which to base expanded volunteer programs, with older persons being a group for primary focus. The study itself is a perfect example of the interlocking of local voluntary resources to accomplish a necessary task; the effort was shared by (at least) the Council of Churches, Church Women United (who did the survey work), ACCA, the University of Georgia, and the Christian College of Georgia.


NATIONAL INSTITUTE FOR LIFE ENRICHMENT
SPONSORED BY
THE CHRISTIAN COLLEGE OF GEORGIA, INC.
THE INSTITUTE CENTER
NURSING CENTER 70 BEDS
SERVICE
PARKING
ADMINISTRATION
THE INSTITUTE COMPUTER CENTER & DATA BANK
THE INSTITUTE ENRICHMENT PROGRAMS
THE CHAPEL OF ALL FAITHS
HOUSING
EXISTING 50 BED DORM
HOUSING FOR ELDERLY
EXISTING ANTE-BELLUM MANSION & GARDENS
ALBANY, GEORGIA
1
1

PROGRAM DIAGRAM

GREEN HILLS HUMAN RESOURCES CORPORATION
Box 151
Trenton, Missouri

William F. Hubbard, Executive Director

GREEN HILLS SENIOR CITIZENS' COUNCIL, INC.
Box 151
Trenton, Missouri

Cecil N. Davis, President

Setting

The Green Hills area, covering about 5,000 square miles, is situated in north-central Missouri and includes nine counties. Most of the land is used for agricultural production (crops and livestock). Since the beginning of this century, farms in the area have generally decreased in number and increased substantially in total acreage, as family farm units are absorbed into larger farms operated by young farmers with greater technical know-how. Likewise, large farm families have decreased in number because of the need to find a livelihood elsewhere. The average age of farmers was set at 52.9 years in 1964, and the trend at that time, which is continuing, is for older farmers to leave the farm. It is estimated that between 1900 and 1970, the population of the area has decreased by 52%. Additionally, the area currently has a low ratio of persons of working-age in comparison to young and old categories. Approximately 30% of the total current population is now composed of persons aged 60 and above.

Some of the major problems of this area are lack of adequate housing, income, health facilities and manpower, and transportation.

Organizational Background

Green Hills Human Resources Corporation

The Green Hills Human Resources Corporation is a community action agency, funded by the Office of Economic Opportunity. The organization's programs operate in the entire nine-county area of Green Hills and are primarily concerned with problems of poverty, Some of the programs of the organization are the following:

(1) Job training and placement

(2) Day care for the children of working parents

(3) Housing

(4) Health and nutritional services

(5) Pre-school education (Head Start)

The Green Hills Human Resources Corporation has been designated by the Green Hills Regional Planning Commission as the organization responsible in the area for all planning related to human resources. The Corporation has fostered organizational development among older persons of the area, and has encouraged and supported the Green Hills Senior Citizens' Council, Inc. Currently the Corporation has VISTA volunteers assigned in various communities throughout the area, and is now developing a special VISTA program in which a small number of older persons from the area would become VISTA volunteers and provide service to the communities in which they reside.

Green Hills Senior Citizens'Council, Inc.

The Green Hills Senior Citizens'Council, Inc., was incorporated as a private, nonprofit organization in the State of Missouri in October of 1969. The basic thrust to the development of the Council was the impact of a local program funded by the Administration on Aging in 1967, which was a multi-county program for the aging and included work in housing, health, and recreation. Plans are now being concretely made to establish a statewide senior citizens' council that would be representative of Green Hills and other local councils within Missouri. The basic aim of the Green Hills Senior Citizens' Council is "to encourage, assist and strengthen the ability of senior citizens to play major roles in program planning, determination of priorities and the evaluation of programs affecting their lives." The organization is operated, in every respect, on a voluntary basis.

Some of the activities of the Council are the following:

(1) Publication of a newsletter for senior citizens, "Senior Action", with information about activities at local, state and federal levels affecting senior citizens. Publication began in June 1970; circulation is 5,000.

(2) Sponsorship of workshops dealing with the rights and privileges of senior citizens and services of local agencies for senior citizens.

(3) Sponsorship of special meetings with guest speakers on matters such as pending legislation that affects senior citizens.

(4) A Senior Citizens Fair with exhibits of the crafts and hobbies of senior citizens from the nine counties.

(5) Sponsorship of an annual Senior Citizens Camp and Workshop.

(6) Public information program, informing the general community and political leadership about the Council.

(7) Fund-raising within the counties for individual and organizational contributions.

(8) Organization and sponsorship of county forums preceding the White House Conference on Aging.

Senior Volunteers

It is estimated that approximately 90 to 100 senior citizens are involved in volunteer work on some basis in each of the nine counties within the Green Hills area.

While the Senior Citizens' Council is now providing a formal organizational structure for many activities, among them volunteer work, most voluntary activity in this area continues to operate as it has traditionally, through churches and civic organizations. "Volunteering" is a foreign word and concept to this area in which meeting a person's need is simply "being a good neighbor".

But the lack of resources in the area is such that were it not for the "volunteer program" as it currently functions, many essentials of life would not be provided to many persons.

Because of the high proportion of older persons in Green Hills and the lack of public transportation and many other essential services (especially medical care), most volunteer services are provided to other older persons. While volunteers have regular assignments at one hospital in the area and at one school for retarded children, the large proportion of voluntary work is performed outside organizational facilities, on a one-to-one basis, in the home or transporting someone for a necessary service, such as seeing a doctor.

More recently, some joint activities are being planned with young people. A Community Betterment Program involved volunteers who are senior citizens and young people in a variety of community projects. It is now developing that, in one of the counties, a group of young people and the Senior Citizens' Council in that county will share the cost of a facility and use the space jointly. An exchange of assistance between the groups is now developing, and some young people have indicated their willingness to provide transportation for older persons in exchange for help on their own projects.

Senior citizens are also working as volunteers with the Mobile Kitchen. While a paid person operates the Kitchen, volunteers perform all of the other functions involved in the delivery and serving of meals.

In terms of acquiring resources to aid in working on a number of these difficult problems, there appears to be very little involvement of educational institutions. There is only one junior college within the area, and it appears that there are not close ties between local area agencies and the University of Missouri in Columbia. However, with the developments in state planning in Missouri through the Department of Community Affairs and the alignment of all state services along the lines of Regional Planning Commissions, additional resources may become more readily available.

The transportation problem in the Green Hills area is of such magnitude that volunteering, as well as almost any other activity, is of necessity circumscribed. While there are various efforts in Green Hills to have some mode of transportation funded, the problem of transportation will obviously remain a difficult one in this 5,000-square-mile area. For the immediate future, the practice of picking up a neighbor continues to be the basic solution.

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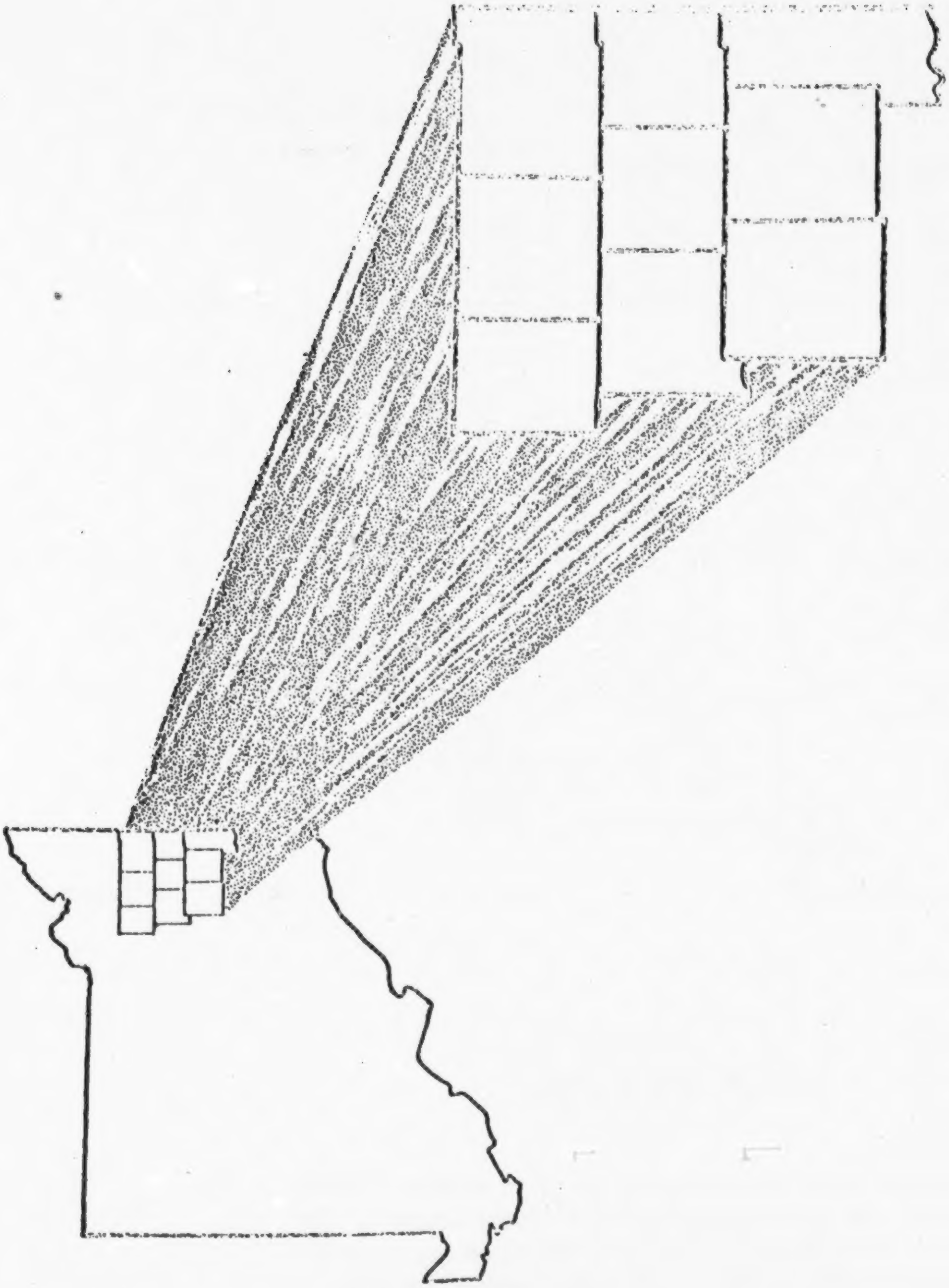
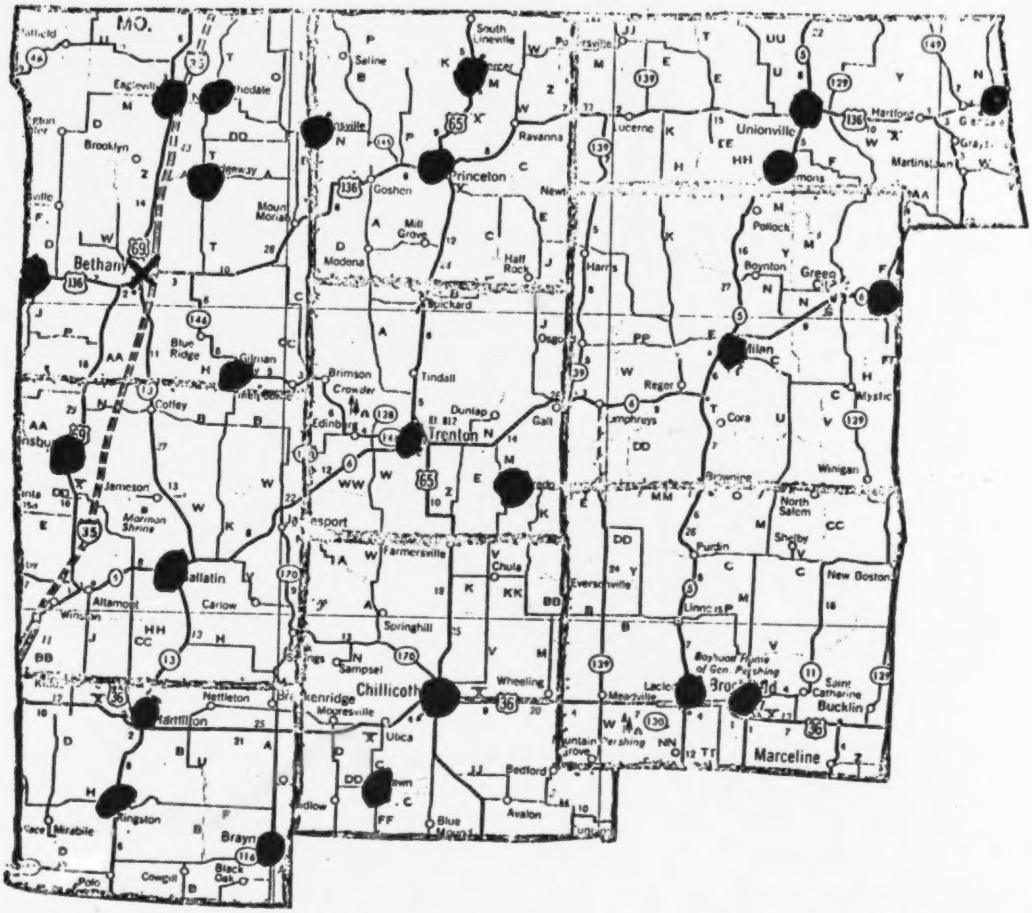


Prepared by the

Green Hills Human Resources Corporation


MO.
Eagleville
Bethany
Princeton
Unionville
Trenton
Gallatin
Chillicothe
Milan
Brookfield
Marceline
Jamesport
Hamilton
Linneus
Green City
Mercer
Ravanna
Goshen
Mill Grove
Modena
Spickard
Tindall
Gilman City
Coffey
Jameson
Altamont
Winston
Carlow
Springhill
Chula
Wheeling
Laclede
Meadville
Bucklin
Utica
Avalon
Bedford
Pollock
Boynton
Cora
Winigan
North Salem
New Boston
Purdin
Humphreys
Osgood
Galt
Harris
Lucerne
Hartford
Martinstown
Mystic
Nettleton
Mooresville
Breckenridge
Cowgill
Polo
Mirabile
Kingston
Braymer
Black Oak
Blue Mound
Sampsel
Farmersville
Blue Ridge
Edinburg
Brimson
Dunlap
Mount Moriah
Ridgeway
Brooklyn
Saint Catharine
Reger
Pershing
Half Rock
Mormon Shrine
Crowder

GREEN HILLS AREA

● Denotes towns that have one or more senior citizens' groups which are members of a county council. The Green Hills Senior Citizens' Council, Inc., is composed of representatives of these county councils.

TEAM, Inc.
4520 Cordova Road
Louisville, Kentucky 40207

Mrs. Sidney Meyer, Project Director

Background

TEAM is an in-school volunteer tutorial program. The initials TEAM stand for Talent, Experience, Ability and Maturity. The purpose of the program is to provide opportunities for retired and semi-retired men and women with talent and experience to work with average, below-average, and above-average children in junior and senior high schools in Louisville, Kentucky.

The idea for the project was presented to the Louisville Board of Education in the summer of 1965 by Team project director, Mrs. Sidney Meyer. The Administrator of Pupil Personnel saw great potential in it, and agreed to start the program on a trial basis in one city school. Barret Junior High was selected to be the pilot school, and the program was initiated in the fall of 1965 with nine volunteers. From this beginning, TEAM has grown to include 70 men and women serving in five junior and senior high schools. In the fall of 1970, it was officially incorporated in the School Volunteer Program of the Louisville Board of Education.

The original co-sponsors of the project were the Louisville Section of the National Council of Jewish Women, the Volunteer Bureau of the Louisville Health and Welfare Council, and the Kentucky Commission on Aging.

From its beginning, the program has functioned literally without funds and has relied heavily on volunteer contributions. Neither the volunteers nor TEAM program chairmen assigned to the various schools nor the project director are reimbursed for their services. Office space for the TEAM program has been donated by the Volunteer Bureau. Transportation is provided for those volunteers who do not drive by members of the PTA.

In 1967 the project received a $1,460 grant from the Kentucky Commission on Aging. These funds were used primarily for developing publicity brochures on the program and for office supplies.

TEAM Volunteers

Most TEAM volunteers are between the ages of 40 and 75. They are recruited on a highly selective basis. Unlike the other programs we have visited, TEAM is not a program for anyone who wishes to serve, and does not offer a variety of placement opportunities. It is strictly a tutoring program and thus volunteers must possess the skills which are necessary to tutor children in a school setting.

Despite the fact that TEAM is selective, the program has rarely had to turn anyone down. Volunteers for the most part have been personally recruited by the director and program chairmen and by other volunteers within the program.

Teaching experience is not a prerequisite for TEAM volunteers. In fact, it has been the experience of the project director that many retired teachers who have been asked to become volunteers have not been interested in doing so. Many teachers feel that they would rather do other things than teach during their retirement years.

The project director states that most volunteers in the program, although they do not have previous teaching experience, nevertheless have acquired the skills during their lifetime necessary for serving in a tutoring capacity, i.e., most parents have helped their children with homework. The requirements of a TEAM volunteer are that he display:

(1) Willingness to give of himself to a child

(2) Willingness to commit himself to continuity of participation in the program

(3) Willingness to fully accept the fact that he is not a teacher and is serving only in a tutorial capacity

Assignments

TEAM volunteers work on a one-to-one or a small group basis and assist students with a variety of subjects and activities. Selection of the students is made by the teachers and scheduling is done by the school counselor. Some volunteers work in the classroom with the teachers (i.e., art, woodwork, home economics); others work in separate rooms or even in the hall, wherever there is space available. Examples of the kinds of activities and subjects in which TEAM volunteers provide assistance are:

(1) Tutoring math. One volunteer who majored in higher mathematics tutors in algebra and geometry; others assist students in understanding "new math".

(2) Creative Writing. A TEAM volunteer who has written plays professionally teaches creative writing to a group of advanced students; another who is the author of a successful book does the same.

(3) Industrial Arts. Retired businessmen assist teachers in metal and woodworking classes.

(4) Dancing. A talented housewife teaches folk and modern dancing to students in gym class.

(5) Music. Volunteers teach piano to students.

(6) Counseling. A TEAM volunteer assists in counseling of students.

(7) Tutoring students with dyslexia. Selected TEAM volunteers have received special training for working with children with this learning disability.

(8) Home economics. Housewives share their experience with cooking classes.

(9) Language arts. Volunteers assist students in composition, grammar, reading, spelling and speech improvement.

No TEAM volunteer works less than two hours per week; some work a full day, some two days, some three. The important factor is that TEAM volunteers, no matter how many days they serve, recognize that this time is a regular commitment in their lives.

The following points are stressed by the director of TEAM as essential ingredients of a school volunteer program such as TEAM:

(1) The program must have the backing of the Board of Education.

(2) The program must have the backing and cooperation of the administration and faculty of the school in which the volunteers are placed.

(3) Volunteers must be carefully selected.

(4) Placement must be developed before recruitment starts.

(5) The program must start slowly. It is better to have one good program with fewer volunteers than many which are of a poorer quality.

(6) The coordinators of the project must provide follow-up services.

THE AGE CENTER OF WORCESTER, INC.
5 Main Street
Worcester, Massachusetts 01608

Sol S. Boskind, Executive Director

Setting

The Age Center of Worcester is a multi-purpose senior center (private, nonprofit) which provides a wide variety of needed services to the older population of Worcester.

The City of Worcester is a highly industrialized community with a population of some 200,000 inhabitants, of whom 17% are elderly. This figure is well above the national average of 10%.

The Age Center received its charter in the early 1960's. Its present membership is 2,500. Among the functions the center serves are:

(1) A training center for both professionals and volunteers working with older persons.

(2) A coordinating agency, recruiting and relating efforts of city and community groups whose efforts involve the aging.

(3) A direct service center, helping older citizens with daily problems.

(4) A social planning agency, counseling, consulting and advising on projects and plans which affect the aging.

Among the projects the center sponsors are:

(1) "A Demonstration in Friendship, Volunteers in Social Rehabilitation of the Isolated Aging" - a demonstration project of the utilization of lay volunteers in the social rehabilitation of elderly persons discharged from Worcester State Hospital.

(2) Aged Opportunity Project - an outreach program to encourage social services to the elderly poor through neighborhood workers in two poverty areas.

(3) Project Doorstep Senior - an outreach project to increase services to the elderly poor in a target area through utilization of special staff and a mobile unit.

The major projects through which the Age Center involves older persons in community service are the Senior Service Corps and the friencly visitor program. The Center estimates there are approximately 400 older volunteers serving in these and other Center projects.

The Senior Service Corps program of the Age Center was initiated in 1964 under the joint sponsorship of the Age Center of Worchester and the National Council of Jewish Women.

From its inception, the major objective of the Senior Service Corps has been to create expanded opportunities for community service for older persons and to create an awareness on the part of society of the value of older persons as a vital community resource.

Among the stated objectives of the Senior Service Corps are the following:

(1) To provide opportunities for retired workers and others to remain or become active in the mainstream of community life.

(2) To contribute to the effectiveness of community resources by providing needed volunteer services to health, welfare, social, educational, and cultural agencies.

(3) To focus community attention on the human resources available in the older segment of the population.

(4) To provide opportunities for the retired worker to receive recognition for continued service to the community in which he lives.

(5) To enable the older person to have an opportunity to continue to grow and learn through a new experience.

(6) To share with the younger generation the talent, wisdom, and experience of older people and so transmit cultural values.

(7) To demonstrate to other community agencies the value of older volunteers in order to increase service by such agencies.

The friendly visitor program of the Age Center seeks to recruit and train persons of all ages who are then assigned as "friends" to the isolated elderly. This program draws on the services of younger as well as older volunteers. Friendly visiting is provided to the isolated elderly whether they be in their own homes, nursing homes, or in state hospitals. Requests for friendly visiting services come from a variety of sources including health and social agencies, family members, friends and elderly persons themselves.

In 1967 the Age Center of Worcester was awarded a grant (New Roles for Older Americans) under Title III of the Older Americans Act to expand its volunteer program. The grant was in effect from 1967-1970. During the first year of its operation, the Senior Service Corps was combined with the friendly visitors program. A unique feature of this grant was its provision for meeting the transportation expenses of volunteers. Inability to pay transportation expenses involved in volunteer service had been found a major deterrent to older persons' volunteering in the past.

Volunteer Assignments

The Age Center of Worcester volunteer program provides older persons with the opportunity to perform a variety of needed services for the community. They perform community services both within the Age Center and in the community at large. They perform task-oriented as well as person-oriented assignments, long-term as well as short-term assignments. They work on individual assignments as well as in groups.

Assignments Within the Center

The Age Center has found that many older persons prefer to be assigned to activities within the Age Center itself. Many seem to especially enjoy the opportunity for socialization that this provides. Among the activities performed at the Center itself are:

(1) A variety of short term assignments of value to various agencies in the community, such as bulk mailing for groups like the American Cancer Society, Visiting Nurses Association, Worcester Mental Health and Retardation Area Board, and the Jewish Family Services.

(2) Special long-term projects for community groups, such as one initiated in November of 1970 for the Visiting Nurses Association; volunteers from the Center make and repair aprons to be worn by Visiting Nurses during their assignments.

Assignments Within the Community

The kinds of services performed by Age Center volunteers within the community are extremely varied. Many persons perform more than one kind of service within a given agency. Others perform assignments in more than one agency. Volunteers are assigned to agencies such as:

(1) Worcester Health Department

(2) Rehabilitation Center

(3) International Center

(4) Public school system (including schools and administrative offices)

(5) Community Action Council

(6) Neighborhood Opportunity Centers

(7) Comprehensive Care Center for the Mentally Retarded

(8) Easter Seal Society

(9) Red Cross

(10) Volunteer Bureau

(11) Webster Square Day Care Center

(12) Edward Street Day Care Center

Among the services that volunteers perform are:

(1) Friendly visiting to individuals in their own homes, in state hospitals, in nursing homes, and in rest homes

(2) Substitute grandparents to children in institutions

(3) Telephone reassurance calls

(4) Transportation and driving services

(5) Recreational and occupational therapy assistants

(6) Assisting in nursery schools

(7) Assisting in mass mailings

In addition to the above, which mainly involve individual or small group activities, the Age Center of Worcester also sponsors a project at Grafton State Hospital which involves placing a large group of volunteers (in arrangements similar to those of Project SERVE). The Grafton project is co-sponsored by Grafton State Hospital and was started during the second year of New Roles for Older Americans.

Among the activities the volunteers perform at Grafton are:

(1) Friendly visiting to patients

(2) Recreational and occupational therapy

(3) Instructing in knitting and sewing

(4) Assisting in the thrift shops

(5) Letter writing for patients

Bus transportation to Grafton from the Age Center is provided for the volunteers. Originally the cost of this transportation was shared by the Age Center and the hospital. It is now being paid entirely by the hospital. It should be noted that during the winter months the volunteer program at Grafton has to be curtailed because of the inability of volunteers to get to the Age Center. Additional transportation services, so that convenient pick-up points could be arranged in the community, would allow this project to operate on a year-round basis. Unfortunately, money is not presently available for this purpose.

Additional Volunteer Activities

In addition to its community volunteer activities, the Age Center of Worcester utilizes volunteers effectively in the performance of various services for the Center itself. Approximately 25 volunteers assist the Age Center directly in functions such as receptionists, secretaries, and clerical assistants. These volunteers contribute from 4 to 120 hours per month.

Approximately 100 volunteers participate in the Creative Hands Gift Shop of the Center, serving as receptionists, sales persons, bookkeepers, jury members, and window designers. Volunteers also participate in the Dollmaking Workshop of the Center and meet on a regularly scheduled basis.

Community Volunteer Assistance

The Age Center has effectively utilized volunteers from the community at large in organizing, initiating and operating many aspects of its volunteer projects. Members of such groups as the Age Center Board, the Worcester Section of the National Council of Jewish Women, the Diocesan Council of Catholic Women and Church Women United have contributed invaluable assistance to the operation of the project throughout its history.

The Age Center has been quite successful in eliciting other volunteer assistance from members of the community. As an example, the Worcester bus company provided volunteer drivers during a special, highly effective recruitment campaign in which a recruitment bus went to various neighborhoods in the city where older persons were likely to be found in substantial numbers.

Services Provided Volunteers by the Age Center

All volunteers participating in either the Senior Service Corps or the Friendly Visiting Program are provided an individual interview with a staff member of the Age Center of Worcester to determine the best placement of the volunteer in terms of his own interests, skills, and preferences in relation to the needs of the potential placement agencies.

Once placement is arranged, ongoing supportive services in the form of monthly group meetings, individual consultation, on-going training and supervision are provided all volunteers. The monthly meetings are an important part of the volunteer program, providing volunteers the opportunity to hear speakers from the community and also to share their experiences and problems.

Additionally, all volunteers in the Age Center program participate in a training session offered by the Center on a twice-yearly basis on five consecutive Tuesdays; at these sessions, resource people from the community discuss topics which are of value to volunteers in performing their assignments.

Additional Comments

The success of the Age Center program in the community is attested to by the fact that although the Age Center has an established corps of over 400 volunteers, the demand for their services far exceeds the supply. The pace of recruitment has been hampered by the fact that the Age Center is no longer able to subsidize the transportation expenses of volunteers. This has been a crucial factor in the Center's ability to recruit and retain volunteers in the past.

PROJECT SERVE
Community Service Society
105 East 22nd Street
New York, New York 10010

Janet Sainer, Director

Background

Project SERVE on Staten Island is the largest program of community service by older persons in the country today. Initiated in 1967 at Willowbrook State School, SERVE presently involves 564 volunteers in service to more than 20 agencies in the Staten Island community.

The program is sponsored by the Community Service Society of New York (CSS). Founded in 1848, the Community Service Society is the largest voluntarily supported nonprofit, nonsectarian family agency in the United States.

The unique feature of SERVE is its use of the group approach to volunteer programming. The basic element of the group approach is that volunteers are assigned to a particular placement organization as a group and then subsequently assigned within the organization to tasks suited to their individual talents. This approach requires that a given placement organization be capable of providing a fairly large number of individual volunteer opportunities within its structure on a given day.

The group approach also involves developing a feeling of group association so that the volunteers perceive themselves as a group. The opportunity for socialization, support and exchange of ideas in an integral part of the SERVE program.

The group approach additionally implies that recruitment efforts are also based on the group concept. Recruitment efforts are designed to organize a group of volunteers for subsequent assignment to a particular organization. Recruitment is usually from a circumscribed geographic area and volunteers are primarily recruited from organizations within the area, i.e., senior clubs, civic clubs, civic groups, churches and housing projects.

An extremely important element of the approach involves providing group transportation for the volunteers to their assignments.

In addition to its utilization of the group approach to volunteer programming, another unique feature of the SERVE program is the success it has attained in attracting non-traditional volunteers. The majority of SERVE volunteers have never previously been involved in volunteer service. They are generally of a lower socio-economic level and have a lower educational level than traditional volunteers. The majority of SERVE volunteers have never graduated from high school. About half of the group live in low rent housing projects.

SERVE at Willowbrook

Early in 1966 the CSS conducted a survey to determine the best placement organization on Staten Island in which to develop a group volunteer program for older persons. As a result of this survey, Willowbrook State School was selected as the site.

Willowbrook is a 6,000-bed institution for the mentally retarded operated by the New York State Department of Mental Hygiene. It is the largest facility for the mentally retarded in the country. The physical layout of the institution includes 34 buildings spread over almost 400 acres of land.

The program at Willowbrook began in March of 1966 with 22 volunteers providing their services to the institution on a weekly basis. During the course of the year, the Community Service Society applied for and was awarded a grant by the Administration on Aging under Title IV of the Older Americans Act to assess the effectiveness of the group approach. Fifty percent of the funding for the program was provided by the AoA grant; the rest came from private foundations and individuals. Project SERVE was officially initiated at Willowbrook State School on January 1, 1967.

It is important to note that recruitment efforts for the Willowbrook program were not initiated until all aspects of the project were completely developed, i.e., the nature of assignments, staff commitment and supervision. Volunteers were not assigned until there was complete assurance that the institution was well prepared to conduct the volunteer program. Initial recruitment was accomplished by organizing a number of neighborhood meetings and recruiting from churches, senior clubs, and other organizations within the selected neighborhood.

SERVE volunteers at Willowbrook (as in all SERVE programs) are provided group transportation to their assignment. Recruitment of volunteers from a circumscribed area makes the provision of group transportation feasible and practical. A school bus is chartered for this purpose (at half the cost of chartering a regular bus), and volunteers are picked up at several locations en route to the hospital. Importantly, the bus stays at the hospital the entire time the volunteers are there in order to transport volunteers from their assignment buildings, which are widely scattered, to their noon luncheon meeting.

At present, there are over 200 volunteers giving regular once-a-week service at Willowbrook on three different days of the week. For the most part, different groups of volunteers come on each of these days.

The types of assignments performed at Willowbrook are extremely varied. Some volunteers are involved in providing direct service to patients; others are performing more task-oriented endeavors, such as sewing damaged clothing. Every assignment meets one basic requisite -- it fills a real need of the institution and is viewed as important by the volunteer who performs it.

Volunteers perform such activities as assisting in recreational therapy, feeding children, sorting donated clothes, repairing toys and clothing, and assisting in occupational therapy. Additionally, every Wednesday a special group of volunteers composed of members of the Stapleton Senior Center folk dance group teach folk dancing to the residents. A complete listing of assignments performed by the Monday group of Willowbrook volunteers follows below (the Thursday group has similar assignments):

Number of Volunteers	Assignments
31	Baby Buildings - Playroom aides; tender loving care; feeding; rehabilitation exercises; supplemental personal attention; outdoor walks for handicapped children. (In 5 buildings)
17	Occupational Therapy Rooms - Prepare materials for patient use; teach O. T. skills to residents; put finishing touches to products made by residents which they themselves cannot do; develop one-to-one relationships with residents while engaging in these activities (In 4 O. T. shops)
27	Sewing Rooms - Make new garments and repair old ones; work in resident buildings and in the main sewing room. (In 3 buildings)
2	Community Store - Inventory, filling orders for residents and staff; assist residents who work in the store.
4	Office - Clerical work, typing and filing.
4	Stamping - Stamp new clothing and supplies; work with retardates assigned to area.
5	Salvage and Replacements - "The Cut Ups" - remove Willowbrook stamp from used clothing and linen prior to issuance of new items.
5	Repairs - Children's strollers and furniture.
6	Donation Department - Sorting and repairing items such as toys and jewelry, etc.

8 Individual Assignments - For example, as gardener, musician, entertainer in wards, group leader of blind retarded teenagers, piano accompanist and machinist.

Many of the assignments presently performed by SERVE volunteers evolved from suggestions of the volunteers themselves. The institution has been extremely receptive to developing new and expanded assignments for the SERVE volunteers.

An important aspect of the program at Willowbrook (as is true with all SERVE programs) is the luncheon meeting session which is held on each day of service. The meeting provides an invaluable opportunity for group association and exchanging ideas,and serves an important in-service training and supportive function. It is attended not only by SERVE staff but by the staff of the institution (who actively participate in the sessions). This involvement by staff in all aspects of the program is an important factor, and is in large part responsible for the success of the program.

The value of the services offered by SERVE volunteers at Willowbrook is attested to by the fact that the hospital's volunteer coordinator, Elizabeth Hammond, has continuously opened up new assignment opportunities for the SERVE volunteers and has expressed a desire to accept as many new volunteers as would be willing to provide their services.

The value of the program to the SERVE volunteers themselves is vividly detailed in the statements contained in Appendix D.

In addition to the Willowbrook project (which we personally visited), other SERVE projects on Staten Island include:

Sea View Hospital and Home (a municipal geriatric institution)
U.S. Public Health Service Hospital
A book restoration project at the SERVE office
St. Elizabeth's - Mt. Loretto Home
St. Michael's Home
American Red Cross
Senior Center Programs
Eger Lutheran Home
Telephone Line To The Community
School Volunteer Project

Although SERVE has concentrated primarily on developing assignments for groups of volunteers, volunteers have also been placed individually in response to requests from numerous agencies. These individual assignments are often made for the express purpose of demonstrating the capabilities of older volunteers and opening up the door for subsequent group placements.

The variety and number of placement opportunities which Project SERVE has developed, the extraordinary number of older volunteers it has succeeded in involving in community service and the acceptance and support of the program in the community is dramatic evidence of the potential for developing senior volunteer programs throughout the country.

SERVE-IN-NEW-YORK-STATE
Community Service Society
105 East 22nd Street
New York, New York 10010

Janet Sainer, Director

In 1969 the Community Service Society was awarded a Title III grant under the Older Americans Act to provide consultation and guidance to communities in New York State which wished to develop community service programs utilizing the SERVE approach.

To date a total of 13 SERVE programs have been developed throughout New York State. Over 400 volunteers are presently providing volunteer service to their communities on a regularly scheduled basis.

The SERVE-in-New-York-State projects which have been developed to date are:

SERVE-in-Jamaica under the auspices of the First Presbyterian Church of Jamaica

SERVE-in-Westchester under the auspices of the Volunteer Service Bureau, Inc. of Westchester

SERVE-in-Oyster Bay under the auspices of the Town of Oyster Bay

SERVE-at-Bird S. Coler-Memorial-Hospital under the auspices of the Volunteer Department of the Bird S. Coler Memorial Hospital

SERVE-at-Tompkins-Square House under the auspices of the Community Service Society of New York

TELEPHONE LINE To The Community under the auspices of the National Multiple Sclerosis Society

SERVE-in-Rockland under the auspices of the Rockland County Health and Social Services Complex

SERVE-at-Rome-State-School under the auspices of the Volunteer Service Department

SERVE-in-Rochester under the auspices of the City Recreation Bureau

SERVE-at-Newark-State-School under the auspices of the Volunteer Service Office of Newark State School

SERVE-at-Kings-Park-State-Hospital under the auspices of Kings Park State Hospital

SERVE-in-Poughkeepsie under the auspices of the Dutchess County Association for Senior Citizens

SERVE-in-Syracuse under the auspices of the Volunteer Center and the Syracuse University School of Social Work

The SERVE-in-New-York-State projects which we personally visited during the course of this investigation and which are briefly described on the following pages are:

SERVE-in-Jamaica

SERVE-in-Westchester

SERVE-in-Oyster Bay

SERVE-in-Jamaica

The SERVE-in-Jamaica program is under the sponsorship of the First Presbyterian Church of Jamaica. The SERVE program in Jamaica is conducted both at Creedmoor State Hospital and at the church itself, where an after-school program for children from the Queensboro Children's Shelter is offered. The opportunity for volunteer service is offered as a regularly scheduled weekly activity of the senior citizens' program of the church. SERVE at Creedmoor is scheduled for every Tuesday from 9:00 AM to 2:00 PM; the Queensboro Children's Shelter program is scheduled for every Tuesday and Thursday from 2:00 PM to 5:00 PM.

The older adult program of the church is non-denominational and is open to the community at large. The inclusion of the opportunity for volunteer service is viewed as an important component of the comprehensive program for older persons offered by the church. Among the other activities offered are special community service projects such as knitting and sewing for various hospitals and classes in Spanish, sewing, painting, arts and crafts, and physical fitness.

The SERVE program at Creedmoor State Hospital was initiated in February 1970 with a corps of 18 volunteers. There are now some 61 volunteers who give weekly service. The hospital has a patient population of 4,000, and is located in a largely isolated area in Queens Village, New York. It is composed of many separate buildings, located on widely scattered grounds. Group transportation is provided the volunteers from the First Presbyterian Church to their assignments at Creedmoor.

The assignments the volunteers perform are varied. Some are involved directly with patients while others are involved in more task-oriented activities. Some volunteers are assigned individually to wards while others work as a group, i.e., in the clothing room. The assignments performed at Creedmoor and the number of volunteers involved follow below:

Number of Volunteers	Assignments
25	Rehabilitation on Wards - work with patients through vocational and recreational activities such as knitting, sewing, arts and crafts, table games, and bingo; organize and lead community sings and special parties. In addition, volunteers engage in friendly visiting while performing these activities.
8	Mobile Library Carts - assist patients in selection of books and magazines; catalogue books; sort donated magazines.
7	Geriatric Wards - light exercise to music; assist patients in table games, spelling bees and socialization.
16	Clothing Room - prepare (sort, size, display) donated clothing for use by patients throughout the entire hospital; assist patients in selecting garments.
1	Sheltered Workshop - clerical work.
3	Spanish Speaking Volunteers - act as interpreters for patients who have a language barrier.
1	After Care Clinic, Jamaica, N.Y. - make friendly telephone calls to patients who have been discharged or who are placed in foster homes, under supervision of the social worker.

Community Liaison - in addition to their regular assignments several volunteers speak to community groups to involve them in helping to solve the problems of securing foster homes, job placements and housing for discharged patients.

Total	61

As can be seen from this list of activities, the Creedmoor project has expanded beyond the hospital itself. Several volunteers are involved in assignments in the community, helping discharged patients to make the readjustment to community life.

An interesting observation about the services performed by the volunteers at the hospital is that many have drawn on the skills that they acquired in the activities classes at the church (i.e., dancing or other recreational activities) as a way of relating to the patients at the hospital and providing recreational therapy. Volunteers have been especially effective in reaching patients on the geriatrics ward through activities which they learned in the "fun and fitness classes" and have succeeded in reaching many withdrawn patients.

Mrs. Rita Amatulli, coordinator of volunteer services at Creedmoor State Hospital, is an enthusiastic supporter of the SERVE program; her active involvement in all aspects of the program (including the luncheon meetings and other forms of on-going training) has been an important element in the success of the program.

The program for children from the Queensboro Children's Shelter has been initiated within the last six months. It provides after-school group and individual activities for children who are temporarily residing in the shelter. It also provides them with the opportunity for receiving "tender, loving" attention from the SERVE volunteers, an ingredient that has been lacking in most of their lives.

The children come from the shelter to the church on a biweekly basis between the hours of 2:00 and 5:00 PM, and select the activities in which they would like to participate. Among the activities offered are sewing, cooking, knitting, arts and crafts and recreation. A SERVE volunteer is assigned to each of the activity groups. A listing of activities follows below:

Number of Volunteers		Assignments
T.	Th.	
6	4	Arts and Crafts - short-term projects; work with ceramics, yarn, etc.; each child makes things for their quarters or to give as gifts.
1	1	Cooking - simple recipes are taught and the children often share whatever they make each day with those in the other activity groups.
1	-	Creative Drama - storytelling for and by the children, as well as preparation of skits and the making of musical instruments.
1	1	Knitting - boys and girls learn to make simple items.

	1	1	Recreation - men teach the boys table games, ping-pong, billiards, and nok-hockey.
	1	1	Sewing - the children make items of clothing such as skirts and ties and stuffed animals for their own use or for gifts.
Totals	11	8	

SERVE-in-Westchester

The SERVE Project in Westchester County, New York, is sponsored by the Volunteer Bureau, Inc., of Westchester, a nonprofit agency supported by the United Fund of Westchester, the Greater Scarsdale United Fund, and the Rye United Fund. The function of the Volunteer Service Bureau is to promote, improve and expand the use of volunteers in the more than 200 nonprofit health, welfare, education and recreational agencies in Westchester County.

The SERVE-in-Westchester project was initiated in November of 1969 at Grasslands Hospital, in Valhalla, New York, two months after it was approved for funding by the New York State Office for the Aging. SERVE-in-Westchester has recently initiated a new project at New Rochelle Hospital which we did not have the occasion to visit.

Volunteers were recruited for the Grasslands project from a selected target area in White Plains, New York. This area was chosen because it contained a number of high rise apartments, including a residence for older persons, and also because of the Volunteer Bureau's knowledge of older persons in the area who were desirous of volunteering but could not do so because of lack of transportation.

Before volunteers were actually recruited, however, all details related to assignments were carefully worked out with the hospital in order to assure that the institution would be well prepared to conduct the program. Information concerning the number and kinds of assignments available was obtained before any recruitment efforts were begun in order to give potential volunteers an indication of the kinds of services they could choose to perform.

The main recruitment technique employed to attract volunteers for the Grasslands project was the convening of a neighborhood meeting in October 1969. In order to assure a large audience, the meeting was organized around the theme of recent developments in Medicare and Medicaid rather than around volunteer service. Once persons were at the meeting, the Grasslands project was also explained and those attending were asked if they were interested in a tour of the facility during the following week. Volunteers were not asked to sign up for volunteer service at the time of the meeting. There have been no additional formal recruitment meetings since this initial one. Volunteers for the project have subsequently been recruited on a personal basis.

Grasslands Hospital is an extremely large county general hospital composed of many separate buildings widely scattered on expansive grounds. There are presently 35 volunteers serving there, performing the following assignments:

Number of Volunteers	Assignments
	Pediatric Division
3	Playroom (9:45 - 11:30) - give tender loving care to infants and children, play games and supervise children in their activities.
	Ward (11:30 - 1:00) - following above activities, these volunteers help feed children on the wards, visit with children who do not have visitors, and fold diapers.
	Psychiatric Division
2	Ward - friendly visiting, play cards with patients, help patients with knitting and sewing.
	Medical Division
4	Central Supply - prepare materials for sterilization.
6	Medical Records - update medical records, sort and file reports and do general office work and typing.
2	Nursing Office - do general office work and typing.
1	Anaesthesiology Office - clerical work.
1	Sewing Room - hand mending, sort materials for sewing, etc.
2	Business Office - file and do other clerical work.
3	Friendly Visiting - distribute sewing projects for patients to complete, distribute books and magazines while visiting patients on the wards, write letters, etc.

4	Diversional Therapy - prepare sewing materials to be worked on by bed-ridden patients.
6	Volunteer Office - sort donations, work in Volunteer Library, collate mimeographed material for various hospital departments, prepare cards and envelopes for mailing, sell used and donated paperback books.
1	Gift Shop - sell gift items, do stock work.
Total 35	

Transportation by chartered school bus is provided the volunteers to and from Grasslands Hospital. The fact that most of the volunteers come from one circumscribed area in White Plains is of considerable assistance in arranging transportation. There is the need for only one pick-up stop at the housing project where most of the volunteers reside. The bus does not remain at the hospital during the time the volunteers are assigned there and this, more or less, limits the assignment of volunteers to the main building of the institution.

An important factor contributing to the success of the Grasslands project is that the volunteer director at Grasslands, Dorothy Russell, is a firm advocate of the program and supporter of the group approach to volunteer service. The volunteer office reserves Wednesday exclusively for SERVE volunteers. Mrs. Russell strongly stresses the fact that in order for the volunteer program to be successful it is necessary for the institution to be well-prepared for the volunteers' services each and every time they arrive; this involves a great deal of effort by the hospital's volunteer office.

Another important feature of the program at Grasslands Hospital is the fact that all volunteers receive lunch free of charge in the hospital cafeteria. Mrs. Russell stresses the importance of this meal; for some volunteers, it is the main meal of the day.

A unique feature of this SERVE project is that its staff is composed of volunteers. Even the person who accompanies the SERVE volunteers to their assignment, Isabelle Perry, is a volunteer from the Volunteer Bureau who performs this function as her community assignment.

SERVE-In-Oyster Bay

Oyster Bay is a community of some 360,000 inhabitants, of which approximately 10% are 65 or over. The town is located in Nassau County on Long Island.

The SERVE program is sponsored by the Town of Oyster Bay itself. It is offered as one of the activities of Senior Citizens' Division of the Department of Recreation and Community Activities. Staff and group transportation are provided by the Town of Oyster Bay.

In addition to the SERVE program, the Town actively develops and supports other volunteer service opportunities for older persons. It assists in bringing specific projects into the 28 senior citizens' clubs in the town.

The first SERVE project in Oyster Bay was initiated at Suffolk State

School by the Nassau County Office of Aging; the Town of Oyster Bay subsequently became a co-sponsor; and now sponsors the program in its entirety. Volunteers for the program have been recruited primarily from among persons actively involved in programs of the Senior Citizens' Division of the Department of Recreation and Community Activities.

The program at Suffolk State School in Melville, Long Island, was started in October 1968. There are presently 39 volunteers giving regular service on a once-a-week basis at the institution.

Suffolk State is a large institution for the mentally retarded, and is composed of many separate buildings over a wide geographic area. Importantly, transportation is provided the volunteers to the actual buildings in which they serve. In addition, the bus stays with the volunteers at the hospital and transports them from their assignment buildings to the central building where they convene for lunch.

Volunteers are assigned to a variety of tasks within the institution. As in the SERVE program at Willowbrook some of the volunteers work directly with patients while others are involved in more task-oriented activities. The assignments of the volunteers at Suffolk State are outlined below:

Number of Volunteers	Assignments
11	Motivationists - after taking a special course, these volunteers work with a small group of

		retarded children to expose them to beginning educational experiences.
	13	Friendly Visitors - play table games with residents; help residents read and write letters; play records; arrange holiday parties; help feed residents.
	4	Sewing Room - help mend residents' clothing; make new items for their use.
	3	Clothing Room - sort, prepare and distribute donated clothing.
	1	Records Office - clerical work such as filing, making entries, typing.
	7	Physiotherapy - work with the physiotherapist and child in order to stimulate motor activity, circulation and awareness.
Total	39	

The volunteers serving as motivationists all participated in a special course given by the American Psychiatric Association. The course was arranged for the volunteers by Helen Murray, coordinator of volunteers at the school, and Mary Jan Barnett, Motivation Coordinator. The fact that this special course was offered to SERVE volunteers attests to the value of their service to the institution; such training had previously been reserved for staff.

The "substitute grandparents" program as the project at Suffolk State School is called was the initial SERVE program undertaken by the town. Another program, Phone-a-Pal, has subsequently been developed. This program, in which volunteers telephone selected multiple sclerosis patients once a week, is being conducted in cooperation with the Nassau County chapter of the National Multiple Sclerosis Society.

Plans are underway for the development of additional SERVE type programs. The fact that the Town of Oyster Bay actively supports senior citizens' activities and that the volunteer program has been incorporated as part of the town's program for senior citizens creates great possibilities for further expansion in the community. Inability to provide additional transportation is one of the major deterrents to expansion at this time.

VOLUNTEER PLACEMENT, SERVICE, AND INFORMATION PROJECT FOR OLDER AMERICANS

Lane County Volunteer Services Council, Inc.
280 East 11th Avenue
Eugene, Oregon 97401

Margaret Stauffer, Project Coordinator

Background

The Volunteer Placement, Service, and Information Project (originally known as the "Older Americans Project" or "OAP") was initiated on October 1, 1967, under the sponsorship of the Lane County Volunteer Services Council in Eugene, Oregon, in an effort to increase the involvement of older persons in volunteer service in the Eugene-Springfield area* and to improve and expand the opportunities available.

The Volunteer Placement and Service Project was originally funded by a Title III grant of the Older Americans Act of 1965. Although Title III funding terminated on December 31, 1970, the Volunteer Service Office of Eugene (the operating arm of the Volunteer Service Council) has continued its emphasis on senior volunteers.

The Project's sponsor, the Lane County Volunteers Service Council, is a voluntary nonprofit corporation which was established in 1966 to assume the sponsorship of the Volunteer Service Office (VSO) of Eugene and to "expand and enrich volunteer activities in the community."

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* The population of the Eugene-Springfield metropolitan area is approximately 100,000.

The basic mode of operation of the Volunteer Service Office is that of coordinating agency whose primary function is to recruit volunteers and refer them to appropriate agencies in the community which have requested volunteer assistance. Although the VSO had long assisted older Americans who wished to serve as volunteers, lack of funds and staff prevented special efforts in this regard. The Title III grant allowed these special efforts to become a reality.

Success in Achieving Objectives

Recruitment of Senior Volunteers. The success of the Volunteer Placement, Service, and Information Project in increasing the involvement of older persons as volunteers in the Eugene-Springfield area is clearly demonstrated by the fact that from the time of the inception of the project to the time of its termination, the rate of volunteering of older persons (as compared to the total number of volunteers registered in the VSO office) had more than doubled. A total of more than 300 older persons have been recruited and registered in the VSO office during the course of the Project's operation. In addition to these registered volunteers, a considerable number of other older persons who did not wish to be registered (approximately 125) contributed many additional hours of volunteer service.

The Project has employed a variety of recruitment techniques in its efforts to involve older persons in volunteer service. They have found the most effective recruitment aid has been a weekly column in the newspaper, listing specific volunteer opportunities. As has been pointed out in the body of this report, the success of this method is in sharp contrast to the experience of most other senior volunteer programs which have consistently failed to attract older persons through the use of the mass media. It should be noted, however, that the volunteers recruited by the Volunteer Placement, Service, and Information Project were more or less self-motivated individuals. The Project has not attracted the non-involved or isolated older person. The technique would, therefore, seem to be a successful one only with those individuals whose motivation to volunteer is fairly strong.

Placement of Volunteers. From the inception of the Project, voluntary agencies in the Eugene-Springfield area proved to be quite receptive to the idea of utilizing the services of older volunteers, provided that they would be carefully screened by the VSO before referral and subsequently subject to the same agency screening given to any volunteer placed in the agency. This receptivity on the part of placement agencies is in variance with the experience of most of the other projects we have visited. Project staff attributes this occurrence largely to the fact that the VSO was already an established and respected agency in the community and had developed good relationships with existing placement organizations.

However, although older volunteers were generally accepted with little resistance by the majority of agencies in Eugene, nevertheless a number of agencies displayed some degree of initial reservation. These reservations were dispelled, however, once volunteers were actually placed in the agency.

These initial reservations were largely concerned with such matters as the older person's ability to learn new routines, dependability, and ability to work under supervision.

The acceptance of the older volunteer in the Eugene-Springfield area is also demonstrated by the fact that there are standing requests from several agencies for as many older volunteers as can be located. As has been pointed out earlier, since the inception of the project, the VSO has succeeded in placing over 300 older volunteers, ranging in age from 55 to 93. During the past year over 12,000 hours of volunteer service have been contributed by older persons assigned to agencies through the VSO.

The most recently available figures indicate that OAP has from one to 20 older volunteers placed in each of 36 agencies or organizations in the Eugene-Springfield area. Assignments vary from those entailing daily service to those involving once-a-week activity, to those which call for volunteer assistance on a special project.

Those agencies which have consistently used five or more older volunteers are:

American Cancer Society
Child Care, Inc.
Celeste Campbell Senior Center
Goodwill Industries
Lane County Juvenile Department
Lane County Public Welfare
March of Dimes
Muscular Dystrophy Association
Oregon Heart Association
Oregon Museum of Science and Industry

Sacred Heart General Hospital
Salvation Army
School Aide Program
School District 4
Broadway Nursing Home
Emerald Convalescent Home
Garbers University Nursing Center
Good Samaritan Center
Green Valley Care Facilities
Ivorena Nursing Home
Park Manor Nursing Home
Twilight Acres Nursing Home, Inc.
Information and Referral Service

Problem Areas

Despite the program's overall success, a number of problem areas were encountered. One of the major problems was related to the fact that although most agencies were indeed willing to accept the services of older persons as volunteers, the usual requests from many agencies were of a routine nature and did not offer the opportunity to make creative use of the talents offered by many of the older persons in the community.

As stated in the final report of the Volunteer Placement, Service, and information Project, the problem was described as follows:

> "In assessing opportunities the project staff found a basic problem; while some positions could be created to take advantage of a talent offered the more usual requests were not sufficiently challenging to those who wish to offer skills acquired in community service and careers -- a real difficulty since one major project plea was, "Will you share your experience."

In light of the above difficulty, the VSO has concentrated on working with agencies to develop new and innovative opportunities for volunteers with special talents and as a result of these efforts many agencies are now beginning to initiate requests for different type volunteer assignments and more receptive to creating more innovative volunteer roles. Examples of new and unusual openings which occurred during the course of the Project (as described in the Project's Interim Report) are listed below.

> A trained psychologist to work with children with hearing and speech defects.
>
> An interviewer with a social work background to talk with low-income families seeking help at Christmas-time.
>
> A researcher with experience in accounting or civil engineering to investigate possible sites for low-rent housing developments.
>
> Persons adept with drama, art or music to assist in high school enrichment program as a part of an "exchange" concept in which students were released from school to serve as volunteers in the community.
>
> "Job developers" to contact local business and professional men regarding employment opportunities for older men and women.
>
> A businessman to help a group of low-income people set up a new business in an outlying community.
>
> Individuals to serve on various boards of directors of local health and welfare agencies.

In addition to the necessity of creating new and innovative opportunities for many of the older persons who wished to volunteer their services, an additional area of need uncovered during the course of the project was the necessity for educating agencies to ways of more effectively working with older volunteers. Most agencies in the Eugene-Springfield area do not have a volunteer coordinator or other person on their staff trained to work with volunteers. In recognition of this need to assist agencies to more effectively utilize volunteers -- both older and younger alike -- the VSO has recently instituted an Agency Adviser Corps (composed of community volunteers) to work with agencies expressly on this problem.

Comments

Although problems were encountered, the Volunteer Placement, Service, and Information Project in its overall operation has clearly been a success. Its major objective, that of increasing the involvement of older persons in volunteer service in the Eugene-Springfield area, has certainly been achieved; new avenues of volunteer service for older persons have been developed; and the community at large has completely accepted the older volunteer as a vital and contributing force.

COMMUNITY VOLUNTEER PROJECT
UAW Retired Workers Centers, Inc.
8731 E. Jefferson
Detroit, Michigan 48214

Peter Ulintz, Director

Background

The Community Volunteer Project, sponsored by the UAW Retired Workers Centers of Detroit, Inc., was organized for the purpose of involving older persons in volunteer service in the Detroit metropolitan area.* The project was funded by a Title III grant from the Michigan Commission on Aging (1969-1970). Although Title III funding was terminated in December of 1970, many of the activities initiated by the project are still operational.

As originally conceived the goal of the project was to recruit, train, place and follow up senior citizens as volunteers in the community, with primary emphasis on the following areas of endeavor:

Involving seniors as volunteers working specifically with other older persons.

Involving seniors as volunteers in various community agencies.

Involving seniors in community activity groups such as block clubs, and fact-finding groups for community participation.

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* The UAW Retired Workers Centers of Detroit, Inc. is a social agency for older adults which is governed by a community board and supported by United Community Services International Union, UAW, Detroit area, UAW Local Unions, Detroit Department of Parks and Recreation and the Dodge Community House.

In actual operation, however, the Community Volunteer Project has concentrated primarily on developing services of older people to other older people, especially on developing models of volunteer service for inner-city poor.

Program Operation

From the inception of its operation, the Community Volunteer Project recognized that one of the basic problems it would have to solve would be in the area of developing effective techniques for recruiting inner-city poor, and convincing them of the value of volunteer service.

The reasons for this are many. In addition to the very basic problem of income, inner-city people often lack confidence in their abilities and have fears of being rejected which strongly affect their motivation to volunteer. Additionally, inadequate transportation within the metropolitan area posed a serious problem as did the reluctance of many seniors to venture out on city streets any more than absolutely necessary for fear of being attacked.

Compounding the problems of recruitment were problems that were found to exist within potential placement agencies. Many staff persons evidenced negative feelings toward seniors' capabilities, especially those of low income who often lack the education, skills and background to fit into the traditional volunteer roles available.

Despite the above, the Community Volunteer Project was convinced that it would be possible to involve inner-city poor in volunteer service. They recognized, however, that it would take non-traditional techniques as well as considerable time, effort, and staff support in order to accomplish this aim.

Effective Methods

The Community Volunteer Project has experimented with several methods of involving older inner-city persons in volunteer service. They have found the key element lies in the utilization of a group approach.

The development of small, cohesive groups of volunteers was found to be the most effective method of involving and retaining older persons. It is considered the key to recruitment, training, placement and retention. As stated in the final report of the Community Volunteer Project:

> "The importance of the group is to promote a feeling of sharing experiences, to develop a 'we' atmosphere. It seems that people who have had no experience in volunteering, and for some who have, there needs to be more than just the opportunity presented to them. It is difficult to describe the values and the challenges of volunteer work to those who have never experienced them. We have found that by using this group approach, the group itself provides something extra, something that holds them together, even among those who have experienced volunteer work before".

In the area of recruiting, one of the most successful techniques used to interest groups of seniors was through slide presentation of a particular program showing the types of volunteer positions available. The Community Volunteer Project has found this to be a most practical and effective method of giving seniors a chance to consider the type of volunteer activity which might interest them. This eliminates the necessity of taking large groups on extended tours of agencies which is often impractical, especially in smaller agencies which are not set up to handle tours. After the original screening, however, the Community

Volunteer Project considers it essential to take interested seniors to the particular agency under consideration.

Project Achievements

Although recruitment on a large-scale basis has been a problem, the Community Volunteer Project has demonstrated that it is indeed possible to involve inner-city poor as volunteers. As of December 31, 1970, the Community Volunteer Project had succeeded in involving approximately 200 senior volunteers in various volunteer activities in the Detroit metropolitan area. The great majority of volunteers in the project are black, poor, and living on limited fixed incomes. For example, one of their most successful projects, the Jeffries Housing Project, 100 percent of the volunteers are black; the average age is a little over 70, with over 50 percent being between 70 and 85 years old. The great majority have had less than 8 years of formal education (see chart at the back of this report for description of volunteers at Jeffries).

Examples of Community Volunteer Projects

The Jeffries Housing Project Volunteers. Jeffries is a low-income housing project in which four separate group volunteer programs have been established:

(a) Building Visitors Group. This group visits project residents on a regular basis who are house-bound and isolated. They perform such tasks as helping with housekeeping, grocery and other shopping, and providing emergency transportation to doctors' offices and clinics.

(b) Nursing Home Group. Volunteers visit residents of four nursing homes. In addition to providing regular visiting services, they plan and conduct special programs such as entertainment events and birthday celebrations.

(c) Telephone Reassurance Group. This group consists mainly of seniors with limited mobility - those who cannot be physically active. They call other seniors as well as people of all ages who are blind or otherwise handicapped.

(d) Wheelchair Program Group. This group provides activities for wheelchair patients, such as picnic trips and tours. The group has also been instrumental in renting wheelchairs for house-bound residents. In many instances, volunteers give money as well as time.

The Martin Recreation Center Project. The Community Volunteer Project has assisted the Martin Recreation Center in developing a Friendly Neighbors Program as part of a Nutrition and Senior Services Project sponsored by the Detroit Department of Parks and Recreation. The Friendly Neighbors Program was conceived and established for the purpose of providing a regular visiting service for the house-bound elderly and to demonstrate that older community residents may be utilized both as employees and volunteers in the provision of services to the hidden elderly in the community.

The Cronk Center Project. Twenty-five volunteers have been involved in a special service program for the Foundation for Exceptional Children. This Foundation, which is expressly for retarded children, has used the assistance of the Center's volunteers in making craft items which are then sold at special events to raise money for the Foundation.

It is in projects such as those cited above, projects in which it has been possible to organize cohesive groups of volunteers working in a circumscribed area, that the Community Volunteer Project has had its greatest success. The type of activity in which the Community Volunteer Project considers itself to be least successful is in the area of recruiting seniors as volunteers to work in agencies throughout the community. They attribute this to a variety of factors. As mentioned earlier, a major one, of course, is transportation difficulties; another is the fear that seniors have of being attacked while out on the streets, because of this factor they do not wish to travel far from their homes and to unfamiliar areas.

However, although seniors were found to be hesitant to travel to agencies throughout the community, many were willing to do volunteer work if the projects could be brought to them and they could work at their own senior center or club. One example of such an activity (The Cronk Center Project) was cited on the previous page; another is a special envelope-stuffing program which was done for the TB and Health Society where it was found that "Although we did not get seniors to go to the Society's downtown location to perform the work, the seniors agreed to do it all if the work was delivered to a number of senior centers. Within a few weeks the seniors prepared over 250,000 envelopes; in this process they handled well over one million pieces of literature and did a remarkable job of it."

Conclusions

Among the major conclusions of the Community Volunteer Project (as cited in its Final Report) are the following:

(a) The idea of using senior volunteers is a sound one but the traditional method of recruiting volunteers does not work for the majority of older persons.

(b) Providing seniors with the opportunity to volunteer is not enough. Support in terms of transportation, meals and often financial assistance to meet other expenses is necessary.

(c) Although the above cited supports are essential, they too are often not enough. Emotional support is additionally required since many senior citizens lack the necessary confidence to become actively involved as volunteers.

(d) The group approach is of paramount importance when attempting to involve seniors, especially those from low-income groups.

(e) A primary function of any training session should be to create an atmosphere where self confidence can be restored - to build on the particular talents of the individual which already exist rather than on teaching new skills.

(f) Development of a volunteer program for seniors requires considerable staff commitment and time, as does the on-going operation if it is to be successful.

Characteristics of Volunteers at Jeffries

Number of volunteers involved 50

Age

Range 55 - 85 Average 70.4

55 - 59	2.94%
60 - 64	11.76%
65 - 69	20.58%
70 - 74	35.29%
75 - 79	17.64%
80 - 84	8.82%
85 - 89	2.94%

Income

Range - $50.00 - $225.00 per month
Average Income - $113.30 per month

Income per month:

$ 50 -$ 99	18%
100 - 125	62%
126 - 150	7%
151 - 175	10%
176 - 200	0%
201 - 225	3%

Sex

Male	24%
Female	76%

Source of Income

Social Security	41%
Old Age Assistance	9%
Social Security & VA	12%
Social Security & OAA	15%
Social Security & other	23%

Education

Eight years or less	85%
Some high school	9%
Two-four years high school	6%
Completed high school	0%

We estimate that at least 20% are illiterate.

Former Occupation

Unskilled	94%
Semi-skilled (Factory)	6%

Number of Chronic Health Conditions Reported

None	9%
1	18%
2	59%
3	14%

Of those reporting, 40% failed to respond to this question. Above figures represent percentages of those answering.

Volunteer's Estimate of Own Health Condition

Excellent	0%
Good	9%
Average	44%
Poor	32%
Very Poor	15%

Volunteer's Who own Automobile

Do not own automobile	95%
Own automobile	5%

Number of Volunteers Who Have Had Some Experience in Volunteer Work

Some experience	6%
No experience	94%

Types of Chronic Conditions

Heart condition	26%
High blook pressure	19%
Arthritis	19%
Diabetes	6%
Blindness	3%
Nervousness	3%
Hearing difficulties	3%
other conditions	21%

Feelings About Volunteer Project

Very good idea	98%
Good idea	0%
No feelings	2%
Not a good idea	0%
Do not have time	0%
Too ill	0%

Race

Negro	100%
White	0%

FIVE COUNTY CROSSLINES
c/o South Central Iowa Community
Action Program, Inc. (SICAP)
Courthouse
Leon, Iowa 50144

Five County Crosslines was initated in May of 1970 as a cooperative effort between area churches, community organizations and the South Central Iowa Community Action Program (SICAP). Five County Crosslines is basically a church-oriented volunteer movement which is built around the concept that where there is a community need there is a way to take care of it. Central to its philosophy is the belief that members of a community should be intimately involved through voluntary effort in assisting to solve their own community problems.

Five County Crosslines was patterned after Project Crosslines in Kansas City, Kansas, where the program was first initiated. The objective of Crosslines as set forth in the Kansas City model basically can be stated as follows:

> To establish an organization of area churches, cutting across denominational, racial and economic lines, whose purpose is to enlist the services of volunteers from among its membership (and other sources) in order to assist community organizations in better serving the disadvantaged and others in need.

Since the Crosslines model had proven to be a successful one in Kansas City and since the concept seemed applicable with modification to rural areas, the idea of establishing a similar operation in the Five

County Council area where there was great need and potential church cooperation seemed to be a fruitful one to explore.

The decision to initiate a Crossline project in the Five County area was made following a community meeting (organized by SICAP and area churches, and attended by 160 church and community leaders) at which the Reverend Donald Bakely, Executive Director of Crosslines Cooperative Council of Kansas City, Kansas and Kansas City, Missouri, gave a presentation of the basic Crosslines operation and philosophy.

Setting

The area served by the Five County Crosslines project is composed of a total population of some 45, 000 people. The counties included in the project are: Decatur (9, 737), Lucas (10, 163), Monroe (9, 357) and Wayne (8, 405).

The majority of this population lives in rural areas or in small towns varying in size from 10 to 350 people. The remainder of the population live in somewhat larger towns with a few containing as many as 3, 000 people. It is in the larger towns that Crosslines has focused most of its efforts to date.

The area served by Crosslines is one in which there is a great deal of poverty. Over 40% of the families have an income of less than $3, 000.

It is also an area characterized by out-migration of youth, as evidenced by the fact that 18,980 of the total population is 65 years of age or over.

Crosslines Operational Structure

The operational structure for Crosslines was determined at the time of the initial meeting. An overall area council was established consisting of representatives from each county. This council meets four times a year for the purpose of exchanging progress reports and ideas and to work on solutions to problems encountered in individual counties. It does not function as a policy-making body for the participating counties.

Additionally, each county has its own county council which meets monthly to determine county needs and devise methods of solution. Its membership consists of a county chairman, vice-chairman, secretary and other representatives as determined by the individual county.

As set forth in the Five County Crosslines Guidelines, the program established in each individual county is determined on the basis of the needs and concerns of each county. The structure or format for achieving this end is also left to the discretion of each individual county. As a consequence, various modes of operation have developed, some have relied almost exclusively on the church for establishing sources of volunteers, others have tried to involve other community organizations as well.

Examples of Crosslines Operations

Clarke County

Clarke County in its approach to developing Crosslines has placed a primary emphasis on developing a church-centered focus for providing service to the community. A total of 22 churches in the area are involved, with each church appointing two lay representatives to the county council. The monthly council meeting serves as a forum for establishing service needs within the county, deciding which project to undertake and determining methods of approach. Every project which is undertaken is coordinated by a volunteer from the community who serves as a task force chairman or contact person for that particular project. Following the council meeting each participating church is sent the minutes of the meeting along with a listing of the community needs for which volunteer assistance is desired.

The need for volunteers is publicized within the church in various ways. The church bulletin is one mechanism. Many participating ministers regularly include announcements of opportunities for services in Crosslines as a part of their service. Crosslines representatives and other lay members of the congregation regularly make announcements to the congregation. The person-to-person individualized appeal is heavily relied on and is thought to be the crucial ingredient.

An example of a list of volunteer needs which is sent to participating churches following the monthly council meeting (and at other intervals) follows:

- -

For the benefit of many persons throughout this area, would you publicize the following needs to your congregation?

It is arranged in the following manner if you care to follow this plan for a bulletin insert:

A PLEA -- not for money -- not for special training or talent -- FOR TIME.

Could you give:

1 morning a month for 3 months? (to Clarke-Decatur Activity Center). Sign your name or contact Mrs. Charles Marvin, Jr., 342-2504.

Name____________________________

2 hours each Monday afternoon (perhaps just until school is out) to shop for residents of Leisure Manor.
Sign your name or contact Mrs. Warren Johnson, 342-3867 or
Mrs. Cecil Davenport 342-3632

Name____________________________

2 hours each Wednesday afternoon, to visit at Leisure Manor. Sign here or call the Clarke Community Center 342-2101.

Name____________________________

2 hours each Friday afternoon, for benefit of the Craft program at Leisure Manor? Sign here or call Clarke Community Center, 342-2101.

Name____________________________

Would you be willing to baby-sit free of charge for young mothers if they would do volunteer work during that time? Sign here or call Mrs. Larry Weaver 342-4528.

Name________________________

A plan is being developed to have a list of persons who would be willing to be called on in an emergency situation such as developed from the recent snowstorm when many travelers were stranded in Osceola. This could happen as a result of a sudden storm, a tornado, a large fire, etc.

The best solution seems to be for persons to be provided shelter in churches but there is a need for persons to help personally or to be called on for bedding or other supplies. These lists will be kept in church offices.

May we call on you?____________________________________
(Name)

There might arise unusual cases of an elderly person or a family with a tiny baby who would need a home to stay in.

Could you provide such a space?________________________
(Name)

Thank you.

Fern Underwood
Secretary Clarke County Cross Lines

- -

Although Clarke County concentrates heavily on church involvement, other organizations are called on to assist in providing volunteers as well. The community at large is invited to participate at council meetings and the need for volunteers to fill particular assignments is regularly publicized in the newspapers. Importantly, as can be seen from the announcement form sent to the ministers, volunteers are requested for specific assignments rather than on a generalized basis. (The latter method usually results in more response.)

Although Crosslines as it operated in the majority of the Five Counties is primarily an organization whose purpose is to respond to the service needs of existing organizations and individuals, Clarke County Crosslines also actively initiates projects on its own. They are presently most actively pursuing the possibility of originating a project for the Commission on the Blind in which individuals throughout the state would tape materials for the blind.

Decatur County

The Crosslines program in Decatur County differs from that of Clarke in several aspects. It differs in the form of operation which is more highly structured in its approach; in its greater involvement of community organizations other than the church; and in its policy of not initiating new projects, but merely assisting other organizations in their service efforts. Its official purpose is stated as follows:

> "Decatur County Crosslines is a volunteer movement designed to assist community organizations, churches, programs and agencies to meet the human needs throughout Decatur County. There are already several groups, organizations, and agencies in Decatur County who have recognized these needs and have begun to initiate projects and programs to help meet these needs. Crosslines has no desire to compete with any

> of these groups, rather one of its most important functions is to channel volunteers to existing programs where help is needed."

The Decatur County Crosslines Committee has set up a formalized structure to accomplish the above. The county is divided into 10 zones, each to have a zone chairman who serves as the Crossline coordinator and contact person in the area. Each zone, in addition to its zone chairman, is to have unit chairmen serving as representatives of various organizations participating in Crosslines. The zone chairman serves as the contact to whom the community, individuals, or the county council bring their needs for volunteer assistance. The zone chairman fills these requests by calling upon his unit chairman to recruit volunteers from among the membership of his organization (see organization chart at back of section).

In practice, the above described system, although it would seem to hold potential, has proved to be only partially effective. This is primarily due to the fact that it has proved to be difficult to locate people who would take on the responsibility for being zone chairman - the person who is the key to its success. In those zones, however, which have succeeded in locating a chairman (currently 3) it has proved to be quite workable.

As an example, a county-wide senior citizen meeting was recently held in the Garden Grove zone for which a great deal of volunteer assistance was needed. The zone chairman was informed of this need, contacted his various unit chairmen and a highly successful meeting was held with the assistance of volunteers from such divergent groups as the 4H, Boy Scouts, The Eastern Star, The Garden Club, and the Button Club - with each group being responsible for performing a separate function.

Examples of other Crosslines activities

In addition to the activities listed above, Crossline volunteers are involved in the following activities:

Crossline volunteers in Leon (Decatur County) - Cook meals at the local church for a county meals on wheels program. Each of four participating churches take turns on a weekly basis in providing this service.

Volunteers from the towns of Garden Grove and Davis drive to Leon to deliver the meals prepared there to individuals in their own communities.

Volunteers in Wayne County deliver meals prepared at the local hospital to over 80 individuals in several areas of the county.

Volunteers in Decatur and Wayne Counties provide telephone reassurance services to elderly or handicapped persons living alone.

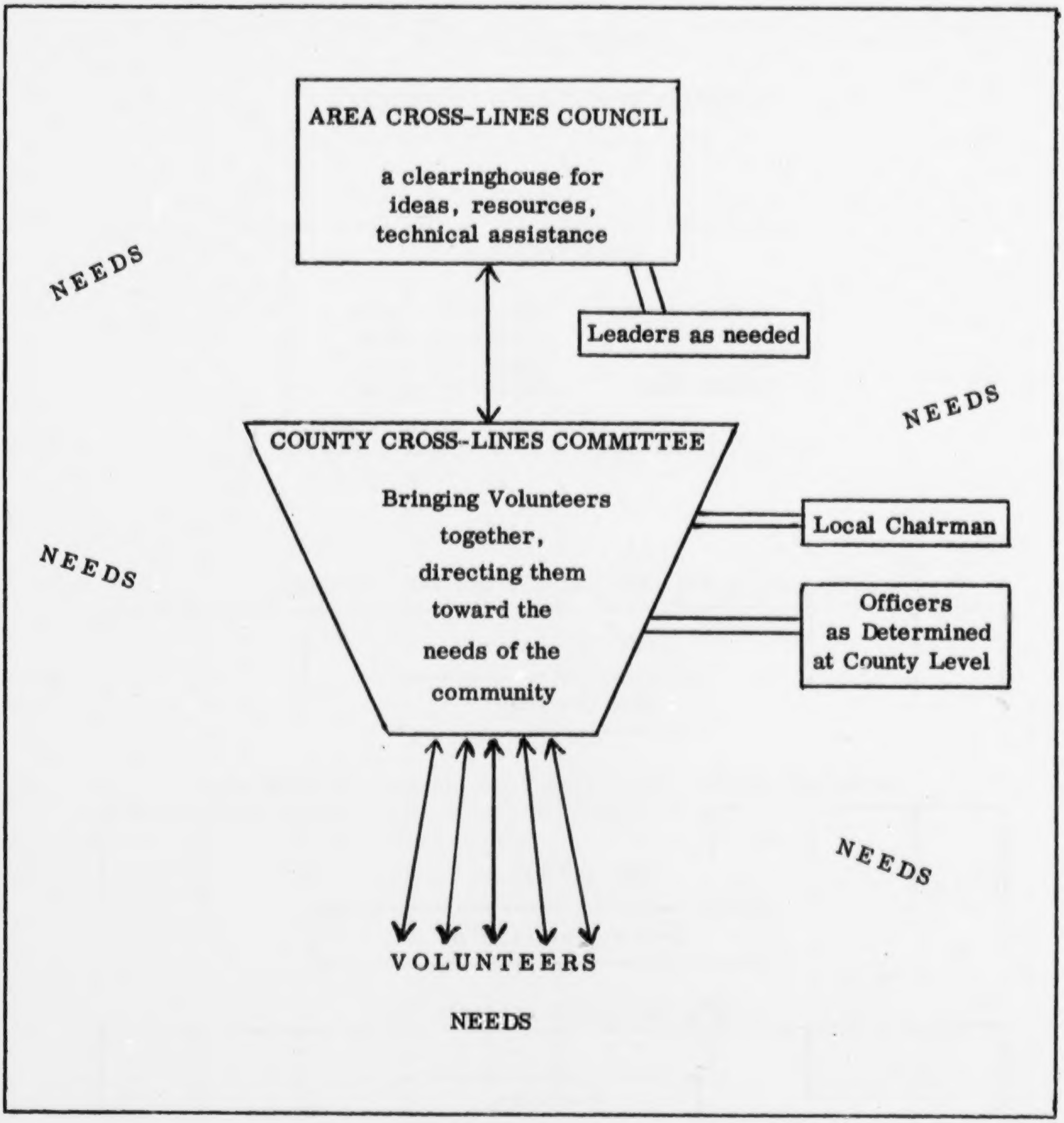
Volunteer drivers in each of the Five counties provide transportation services for the elderly and other individuals in need of such assistance.

Volunteers in Monroe County provide needed assistance and organize recreational activities for residents in the County Home (a residential center for persons recently released from the State Mental Hospital).

Senior Volunteers

Although Five County Crosslines has made no special effort to attract senior volunteers, a significant number of the project's volunteers are, in fact, older persons. Areas in which older persons are primarily serving include: friendly visiting activities, programs at the nursing home, programs at the county home, programs at the community center, tutoring school children, and telephone reassurance.

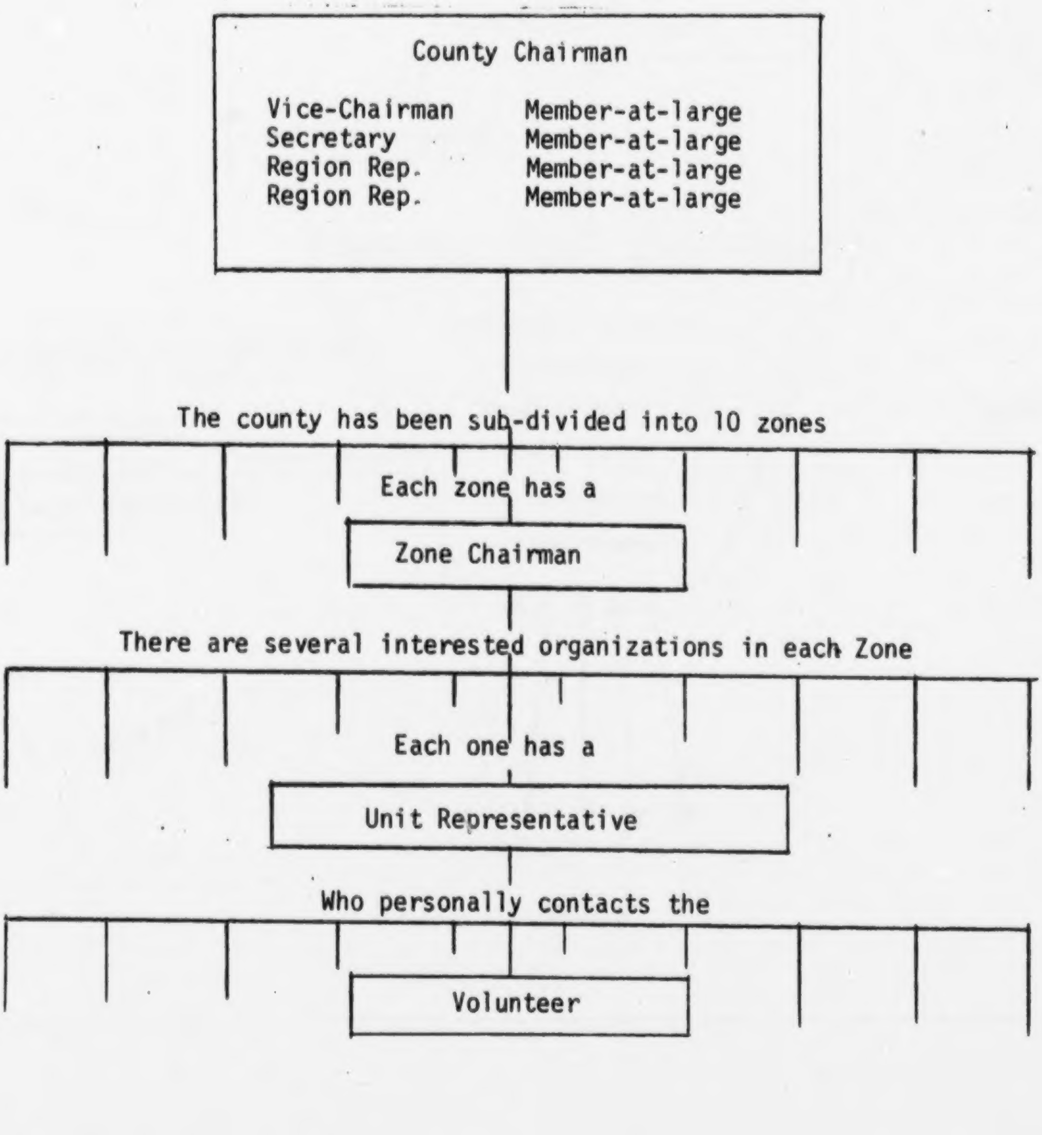
It is felt that the number of older volunteers in the project could be substantially increased if transportation could be provided. The great majority of older persons do not drive and public transportation is virtually non-existent.


AREA CROSS-LINES COUNCIL
a clearinghouse for ideas, resources, technical assistance
Leaders as needed
NEEDS
NEEDS
COUNTY CROSS-LINES COMMITTEE
Bringing Volunteers together, directing them toward the needs of the community
Local Chairman
NEEDS
Officers as Determined at County Level
NEEDS
VOLUNTEERS
NEEDS

FIVE-COUNTY CROSSLINES ORGANIZATIONAL CHART

DECATUR COUNTY

CROSSLINES STEERING COMMITEEE


County Chairman
Vice-Chairman
Member-at-large
Secretary
Member-at-large
Region Rep.
Member-at-large
Region Rep.
Member-at-large
The county has been sub-divided into 10 zones
Each zone has a
Zone Chairman
There are several interested organizations in each Zone
Each one has a
Unit Representative
Who personally contacts the
Volunteer

APPENDIX E

Reports on Volunteer Programs of National Organizations

AMERICAN ASSOCIATION OF RETIRED PERSONS
1225 Connecticut Avenue, N.W.
Washington, D. C. 20036

Bernard E. Nash, Executive Director

The American Association of Retired Persons is the nation's largest organization of older persons.* It is a nonprofit, nonpartison organization whose purpose is "to help older Americans live their lives more realistically, more economically, and more successfully". It is dedicated to the principle of assisting older Americans to achieve lives "of dignity, purpose and independence" after retirement. Its membership presently totals over 2,500,000. Membership in AARP is open to all persons 55 years and older, whether they are retired or still employed. The sole criterion for membership is that of age. The organization serves many functions, including that of offering a wide range of services to its membership. Among these services are:

Special group health insurance plans underwritten by a leading insurance company in the United States.

A mail order perscription service offering members substantial savings in cost of drugs and other health needs.

Driver improvement programs, sponsored by AARP chapters and conducted by specially trained AARP members.

A program of continuing education, conducted by the Institute of Lifetime Learning, located in Washington, D.C. and Long Beach, California, offering members courses (including correspondence courses) in a wide range of subjects.

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* The AARP is affiliated with the National Retired Teachers Association. They jointly sponsor many programs and services. The two organizations share the same executive director, and have a common staff (with the exception of the position of Association Director), but have different Boards of Directors and officers.

Pre-retirement programs that offer members opportunities to prepare for successful retirement, including consultation services on such matters as retirement housing, and opportunities for finding retirement jobs.

The above are but a sampling of services provided to AARP members. In addition to these services the AARP is actively involved in a program of legislative action on behalf of their membership and all older persons; AARP frequently testifies at hearings of both Senate and House committees on matters of concern to older Americans such as Social Security benefits, national health plans, Medicare and Medicaid, and consumer protection.

Another service activity recently inaugurated by the AARP is a consumer information program designed "To help older Americans avoid frauds and stretch shopping dollars." As of this date pilot programs have been initiated in three cities, and plans are under way for expansion to other locations. The program operates "as an information and referral service to assist consumers in handling complaints and to aid merchants in relating positively to dissatisfied customers".

In addition to the above services, in recent years AARP in conjunction with NRTA has undertaken still another area of endeavor -- that of serving as an administrator in a delegate capacity of federally-funded programs such as:

(l) Project Late Start. A national demonstration project funded by the office of Economic Opportunity which offers disadvantaged elderly a concentrated 10-week learning experience designed to assist them "reassess their lives, widen their horizons and become better equipped to solve their problems." Its purpose closely parallels that of Project Head Start.

(2) Senior Community Service Aides. A national demonstration project administered under a grant by the U. S. Department of Labor whose purpose is to demonstrate the feasibility of training and placing low income older persons in permanent part-time work in their communities.

AARP Chapters

The local unit of the American Association of Retired Persons is the chapter. There are currently over 800 chapters throughout the United States. Ever since the first chapter was founded in 1960 the movement has expanded rapidly. In the past year over 100 new chapters were formed.

The AARP chapters are an integral part of the national structure. They function with a standard set of by-laws and are independently incorporated as non-profit organizations under their respective state laws. The chapters are operated entirely by volunteers. Each has its own officers and board of directors. Chapters are provided technical assistance by the staff and volunteer officers of the national organization, which includes regional staff representatives and volunteer representatives organized on state and area levels. The primary contact person for the local chapter is the volunteer AARP state director.

The primary functions of the chapters are the following:

A. To give members an opportunity to meet and know each other at the local level.

B. To give members a deeper understanding and appreciation of the total AARP program.

C. To be a continuous means of evaluation of the AARP program.

D. To enable members to be active in fostering legislation.

E. To provide a channel whereby members can engage in community volunteer service.

F. To furnish the medium through which members can develop needed community programs and activities.

Community Service Activities

The official motto of the AARP -- to serve, not to be served, is the guiding philosophy of the organization. AARP encourages local chapters to reflect this philosophy in the program activities they develop for their membership -- prime emphasis is to be placed on developing and promoting projects involving community service activities.

In the words of its founder, Dr. Ethel Percy Andrus, "Our members have a responsibility to remain active in retirement, to keep themselves well informed, to cooperate with responsible public and private agencies and organizations concerned with programs and activities that will help to make our nation strong morally, spiritually and materially for the benefit of all Americans." Guided by the above principle, chapters throughout the country have taken on the challenge of service to others in constantly increasing numbers. The AARP defensive driving program, for example, is a service that is presently being promoted successfully by hundreds of chapters. Many others sponsor an income tax counseling service to help older Americans complete their tax returns. Nearly all chapters involve their membership in service to their communities through local agencies, hospitals, nursing homes, churches and other community organizations. Examples of community service activities of chapters throughout the country include the following:

Meals-on-Wheels. Members of the Long Beach, California chapter prepare and deliver hot meals to other members who are ill.

Blood Donor Solicitation Program. The Lynchburg, Virginia, chapter has assisted the local American Red Cross chapter in a blood donor campaign.

Hospital Visiting Program. Norfolk Virginia chapter members participate in a friendly visiting program at Municipal Hospital.

Musical Joy for Shut-Ins. The Sarasota, Florida chapter has developed the Galley Slaves Band, made up of 25 members who perform for Golden Age Clubs and entertain in various homes for the aged, shut-ins, and on radio programs.

Reassurance Service. The Santa Barbara, California chapter has a telephone service to provide assistance in emergencies to elderly people living alone.

Veterans Administration. Chicago, Illinois Chapter has distributed 5,000 pamphlets entitled, "Senior Citizens We need You," published by the Veterans Administration as an appeal in recruiting older adults to serve as volunteer workers in local VA hospitals.

Employment Service for Older Adults. Volunteers from the South Nassau County Chapter, Uniondale, N.Y. have worked at the Placement Bureau for the Senior Center in Nassau County in Uniondale. The Chapter members provide guidance to older persons seeking job opportunities.

Preparation for Retirement Course. Flint, Michigan Chapter is one of the sponsoring organizations for the eight-week course "Preparation for Retirement," offered by the Flint University of Michigan Extension Service.

Senior Citizen Housing. Appleton and Baraboo, Wisconsin Chapters have promoted the establishment of local Public Housing Authority to construct low-rent housing units for retired persons.

Merchandise and Service Committee. Sarasota, Florida Chapter has formed a merchandise and service committee whose purpose it is to secure discounts for members from local merchants. Names of cooperating retailers are listed on a board exhibited at chapter meetings.

Rest Home Adopted. The Shady Rest Home for the Aged in Fort Meyers, Florida has been "adopted" as a community service project by the Cape Coral Chapter. Eighty-four residents of the home will be helped through this project.

Teaching Project. AARP Chapter of Stillwater, Oklahoma has answered a call sounded by the Oklahoma State University for instructors in the English language to help dependents of international students.

Glaucoma-Detection Program. De Barry, Florida Chapter played an important role in a glaucoma-detection program, cooperating with local civic association.

Cancer Bandages. Kansas City, the Plaza Chapter has a regular community service project of preparing cancer bandages, at each of the bi-weekly meetings. The Chapter has also pledged 100 garments to the Needle Work Guild.

Collecting Eyeglasses. Portland, Maine collected eyeglasses for needy persons in one of the volunteer service projects of the chapter.

Housing Survey. Members of St. Vraim Chapter, Longmont, Colorado were called to assist on a survey concerning low cost housing project.

In addition to participating in the above-cited locally initiated projects, AARP members play a crucial role in determining the success of many of the Association's nationally-sponsored programs. The involvement of AARP members in promoting the AARP Driver Improvement Program has already been cited. AARP members will likewise play a key role in developing the Consumer Information Desk Project, which is currently being operated on a pilot basis in three cities, but will eventually be expanded nation-wide through the assistance of local AARP chapters.

The above is but a sampling of the community service activities of AARP members. In chapters throughout the country, community service is taking on ever increasing importance. AARP's motto -- To serve, not to be served -- has truly become a reality.

THE AMERICAN NATIONAL RED CROSS
National Headquarters
17th and D Streets, N.W.
Washington, D.C.

George M. Elsey, President

The Red Cross was established over a century ago to organize volunteer aid to the wounded and sick in times of wars. Today it mobilizes voluntary resources to prepare for, prevent if possible, and alleviate many forms of suffering caused by family, community, national, or international crises.

The American National Red Cross is the instrumentality created to serve these purposes in the United States. A charter granted by Congress gives the American Red Cross official status, imposes specific obligations, and requires the organization to perform such other duties as devolve upon a national Red Cross society in carrying out the humanitarian purposes of the Geneva Conventions or Treaties of the Red Cross.

While chartered by, responsible to, and closely associated with the Federal government, the American Red Cross functions as an autonomous nationwide corporate entity governed by volunteers and has integral and subordinate local units, also governed by volunteers, throughout the nation. The chapters of the American Red Cross are the local units of the corporation operating in specific geographical areas to meet its responsibilities in accordance with policies and priorities set down by the volunteer national Board of Governors.

All powers of government, direction, and management of the corporation are lodged in the democratically selected fifty-member Board of Governors, each of whom serves without compensation. Eight, including the chairman, are appointed by the President of the United States. Thirty are elected by the chapters at their annual convention and 12 are elected as members at large by the Board itself.

The national headquarters is essentially an office of policy and planning. Four area offices give administrative and technical guidance to local chapters throughout the United States. At the present time, however, this administrative arrangement is being re-structured. Over the next few years, many area office functions will be decentralized to divisional offices. Already, almost half the Red Cross chapters are being served through divisions; it is anticipated that by mid-1975 there will be approximately 75 or 80 such offices. However, area offices will continue to provide supportive services to the divisions, especially in the case of disaster and other emergencies that necessitate the mobilization of resources over a large area,as well as administering extensive services to military installations and hospitals. The essential unit of the Red Cross is, and will continue to be, the local chapter, which is a semi-autonomous organization adhering to the national and international tenets of the Red Cross and developing services in relation to needs of its community.

The various programs operated by the national Red Cross through chapters and larger administrative units are the following:

(1) Services to members of the armed forces, veterans, and their families

(2) Disaster preparedness and relief

(3) Blood program

(4) Nursing, community health, and safety programs

(5) Youth service activities

(6) International relations

(7) Community volunteer programs.

Volunteer Personnel and Program Development

The American Red Cross involves directly more than two million volunteers in the work of the organization throughout the United States. It is the function of the National Chairman of Volunteers (a volunteer) to support the effective use of volunteers at all levels and throughout the various programs of the organization. In this, the Chairman is assisted by staff and other volunteers.

This support is in the form of published materials for various uses, staff assistance to various levels of operation in the more effective use of volunteers, and suggestions for new program designs.

A recent reorganization of the administration of these functions at the national level will be duplicated in area offices. The National Chairman of Volunteers is assisted by an Administrator for Volunteer Personnel and Program Development, who is a member of the paid staff. The Administrator supervises a director for the Office of Volunteer Personnel and a director for the Office of

Program Development; these offices are staffed both by volunteers and by paid staff members. The Office of Volunteer Personnel will handle all personnel aspects related to volunteers, while the Office of Program Development will concentrate on innovative programs and their implementation through volunteer effort. The concern with aging in the Red Cross is within the Office of Program Development.

The focal point for volunteer activity is the local chapter, in which volunteers comprise the governing board of directors and the committees through which program planning and development occur. In addition, volunteers assist in carrying out most service and program activities.

As one of its services to the community, the Red Cross (as noted in (7) in the list above) provides volunteers to assist other agencies in carrying out their services. A partial listing of the persons and organizations that Red Cross volunteers serve in this capacity appears below:

Military hospitals and medical facilities
Veterans Administration hospitals and medical facilities
Induction centers
Neighborhood health centers
Department of Agriculture (in the eradication of hunger)
Mentally retarded children and adults
Mental hospitals
Halfway houses

Free dental clinics

Nursing homes and homes for the aged

Old people in their homes

Telephone service for older persons

School health program (including sight and hearing tests in schools)

Day care centers or day homes

Head Start

Well baby clinics

Detention homes

Visually handicapped persons in their homes

Public libraries

Tutoring services

Public welfare

Transportation

Indian reservations

Parks and playgrounds

Multiple sclerosis patients

Cerebral palsy schools

Deaf persons

Migrant workers

Typical Assignments

Red Cross volunteers serving the persons and organizations listed above engage in a wide variety of activities. Their assignments include:

Assisting with nursing care

Assisting with casework services

Visiting hospital patients

Conducting recreation programs

Helping with physical and occupational therapy

Clerical and receptionist services

Nursing assistance to persons of all ages

Assisting in pharmacies in hospitals

Assisting with transporting families of patients

Writing letters and shopping for hospital patients

Helping to distribute food through the Family Food Donation Program

Giving demonstrations on food preparation

Staffing nurseries

Feeding hospital and nursing home patients

Serving as visitors' guides in institutions

Instructing in cooking, sewing, gardening

Giving tender loving care to infants and small children

Telephone referral services

First aid

Organizing field trips

Making surgical dressings

In addition, of course, the Red Cross involves volunteers in its own substantive programs. The activities of these volunteers include:

Recruiting blood donors

Assisting in blood collection activities

Providing disaster assistance

Planning for disaster preparedness

Providing services to military families

Locating young veterans who have dropped out of school and encouraging them to return to school

First aid instruction

Instructing home nursing, mothers' aides, and mother and baby courses

Providing small craft and other water safety instruction

Providing canteen and other services at induction centers and military airports

Older Persons as Red Cross Volunteers

During the summer of 1970, Red Cross area offices surveyed their chapters to determine the extent to which older persons are involved as volunteers in the Red Cross. While much of the response from chapters was descriptive rather than statistical, it is apparent that participation by this age group in the Red Cross is substantial and occurs in great variety from chapter volunteer work to volunteer leadership positions throughout the administrative structure of the Red Cross.

NATIONAL COUNCIL OF JEWISH WOMEN
1 West 47th Street
New York, New York 10036

Miss Hannah Stein, Executive Director

The National Council of Jewish Women is a national membership organization of American Jewish Women. Its guiding principle and overall mission is that of service to one's community and the advancement of social justice. Founded in Chicago in 1893, the National Council of Jewish Women presently has nationwide membership of over 100,000.*

The statement of purpose of the National Council of Jewish Women is as follows:

> The National Council of Jewish Women is an organization dedicated to furthering human welfare in the Jewish and general communities-locally, nationally and internationally. Through a coordinated program of education, service and social action NCJW provides essential services and stimulates the individual and the community toward responsibility for advancing human welfare and the democratic way of life.

The membership of the NCJW forms the backbone of the organization. It is through the voluntary efforts of its membership that the Council seeks to fulfill its above stated objectives. The voluntary nature of the organization is further highlighted by the fact that the great majority of Council Sections throughout the country have no staff and their programs are operated entirely by volunteers.

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* Members of NCJW belong to local units called Sections. There are currently over 150 sections located throughout the United States.

Throughout its history NCJW has sponsored a dynamic and broad-ranged program of community service and social action. Council recently celebrated its 75th anniversary by undertaking a major expansion of programs. Examples of some of the current activities in which Council women are actively involved include the following:

Schools for Community Action: Council sections form study and fact finding groups which focus on important social problems and provide direction to action and service programs undertaken in the community.

Social Action: Council volunteers testify before Congress in support of many key issues of the day such as open housing and foreign aid. Council volunteers have been called upon to testify on many occasions concerning programs for the aging.

Public Education: Council volunteers were pioneers in the field of pre-schools for the culturally deprived and are continuing their work in this field. Council volunteers assist teachers in deprived area schools and sponsor programs to prevent school drop-outs.

Day Care Centers: One of the primary areas of emphasis of many Council sections is that of furthering the establishment of day care centers to assist children and mothers who are disadvantaged, and to free mothers for job training and employment.

Programs in the Field of Aging

The National Council of Jewish Women has long evidenced a strong concern for the problems of older persons and throughout its history has pioneered in programs for the elderly.

Although April 1950 is the official inauguration date of Council's nationally directed program for older adults, for many years previous individual sections had initiated programs and conducted activities in behalf of the elderly. Council's concern for the elderly, in fact, probably goes back to the time of its founding in 1893. From that date forward Council members have been involved in such activities as providing services to institutions for the aging and visiting the homebound elderly. Before the days of organized social agencies, Council sections were involved in helping individuals with financial and family problems.

Around 1946 Council sections, in recognition of the growing need of older persons for leisure time activities, initiated golden age clubs in cities throughout the country.

In 1950 when the nationally directed Council program for the aging was officially inaugurated, the NCJW National Advisory Committee on Aging was formed to give local sections guidance in developing programs to meet needs of older persons. Composed of outstanding authorities in the field, the committee recommended the following:

(1) The development of community-wide education programs to stimulate greater awareness of the needs of the aging.

(2) Consideration of legislative activity.

(3) Inauguration and/or continuance of leisure time service projects.

Ensuing from this recommendation, the National Office prepared a series of materials providing guidance and standards to local sections in establishing programs to serve the various unmet needs of older persons. In the following years senior clubs, centers and lounges were rapidly organized either independently or in cosponsorship with other organizations by Council sections throughout the country. Programs involving direct service, such as "meals-on-wheels, employment projects," friendly visiting and various educational projects began to take on increasing importance. In the past decade Council has continued to expand its programs in the field of aging and to this day the area remains one of primary concern.

The Senior Service Corps

In 1960 the White Conference on Aging issued the first formal recommendation for the development of programs of volunteer service for older persons. As a consequence of this recommendation, the National Council of Jewish Women (recognizing the need of many older persons to continue to remain active and contributing members of society) in 1963 officially inaugurated a program of community service for older Americans in Council sections throughout the country. Known as the Senior Service Corps, the program was a pioneer effort in the field.

The purpose of the Corps was stated as follows:

> The purpose of the Senior Service Corps is to create opportunities for older retired persons of all races and creeds to continue their contribution to the community through non-salaried volunteer service --- and to offer the benefit of the skills, talents and experience that older adults can provide in needed volunteer assistance to non-profit community agencies and institutions.

Since the Senior Service Corps program was a pioneer effort in the field, a major focus of the project was on evaluating:

(1) The viability of the concept of developing programs of community service for older Americans.

(2) The ingredients which are essential to the success of such an endeavor.

Demonstration projects were established in 15 council sections throughout the country. Although no national directives were established for the program to be developed in any given community, three basic models and suggestions for program operation were set forth by the National Community Service Committee (see reference to NCJW publication, No Time to Retire; in bibliography). Each section was additionally provided direct specialized assistance upon request from the National Headquarters.

The three basic plans as outlined in No Time to Retire are listed below:

(1) The Senior Service Corps in the community - a group of selected older adults organized and trained for special assignments on a sustained basis.

(2) The Senior Service Corps — Volunteer Bureau - a service to find and register volunteer jobs and older adults to fill them.

(3) The Senior Service Corps within the Club or Center - a group of club members organized to undertake a limited series of jobs in a line of progression.

Senior Service Corps Experience*

In evaluating its pioneer effort, the National Council of Jewish Women has reached a number of conclusions concerning the elements which are necessary to operate a successful program of volunteer service for older persons. Among them are:

- Professional staff leadership is crucial.
- Continuity of staff leadership is essential.
- Funds to cover transportation and other out-of-pocket expenses of volunteers must be available.
- A greater number of older adults would volunteer if transportation were provided.
- The process of developing a program of volunteer service for older persons requires considerable time and effort.
- An outreach program in the community is essential in recruiting senior volunteers.
- Efforts must be made to develop community support to the fullest extent possible in order to insure program continuity.

As stated in the previous section, one of the major purposes of the National Council of Jewish Women's Senior Service Corps project was to test the viability of the concept of community service by older Americans. Council's conclusions in this regard are summarized in a statement by

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* For a description of one of Council's Senior Service Corps program (co-sponsored by the Age Center of Worcester, Mass.) see the report on the Age Center of Worcester in Appendix D.

Mr. Fred Weiser, member of The National Executive Committee of the National Council of Jewish Women, and one of the organizers of the Senior Corps of Essex County, New Jersey.

> Our limited pilot experiments have demonstrated that the Senior Service Corps concept is a workable one and that its benefits are manifold .... The pilot projects ... have demonstrated beyond any doubt that:
>
> (1) Older people can and will make significant contributions to their communities for mutual benefit.
>
> (2) Meaningful jobs can be found for the older volunteer -- from the unskilled to the professionally qualified.
>
> (3) Volunteer Service promotes respect for older citizens, particularly on the part of younger people. The senior volunteers are seen as active people doing essential community work.

The conclusions of the Council are not only a tribute to the work of the volunteers of the Senior Service Corps of NCJW, but a validation of the working hypothesis of RSVP.

TELEPHONE PIONEERS
Association Headquarters Staff
195 Broadway
New York, New York 10007

Background

The Telephone Pioneers of America is the largest voluntary association of industrial employees in the world. Initiated in 1911, its purpose from its inception has been threefold, as reflected in its official motto -- Fellowship, Loyalty and Service -- and described in the following statement of purpose:

> The purpose of the Telephone Pioneers of America shall be to provide a means of friendly association for the longer-service employees in the telephone industry, both active and retired; to foster among them a continuing fellowship and a spirit of mutual helpfulness; to exemplify and perpetuate those principles which have come to be regarded as the ideals and traditions of our industry; and to participate in activities that are of service to the community, contribute to the progress of the Association and promote the happiness, well-being and usefulness of the membership.

Membership in the Telephone Pioneers is open to active and retired telephone employees who have served 21 or more years in the telephone industry. Since 1911 the organization has grown from a membership of 700 to one of approximately 340,000. Members fall into two general categories: active and life. An active member is a person still employed in the industry. This group comprises approximately 60 percent of the total membership. The other membership category -- life member -- is composed of former telephone employees who have retired from the industry. The majority of life members are 65 years of age or over; life membership is automatic for anyone who has retired after serving 21 years in the industry and has been a Telephone Pioneer during his years of service.

Members of the Telephone Pioneers belong to local chapter units which are grouped geographically into 12 regions within the Telephone Pioneer network. At present, there are more than 80 chapters within the twelve regions. Depending on the size of the membership within a particular chapter and the geographic area involved, chapters may in turn be subdivided into subordinate units called councils and clubs. There are presently over 1,000 subordinate units within the Telephone Pioneer network. Of this total, 411 are clubs which are exclusively for life members.

Organizational Structure

The organizational structure of the Telephone Pioneers encompasses national, regional, and local levels. It is designed to promote individuality and considerable autonomy at the local level so as to be responsive to local circumstances, while at the same time maintaining a unity of purpose throughout the organization.

National policy is determined by the governing body of the organization, the Association Executive Committee, which consists of a president, senior vice-president, 12 regional vice-presidents, a secretary and a treasurer. The regional vice-presidents serve as liaison officers between the Association Executive Committee and the Telephone Pioneer chapters within the particular regions. Each chapter and subordinate unit has its own governing body. The work of the chapters is under the direction of its elected officers, Executive Committee, and their appointed committees chosen from among its membership. Additionally, each is staffed by an executive secretary responsible for coordinating the chapter's activities.

Service Activities

The concept of service to others, one of the original purposes of the organization, has remained an important component of Telephone Pioneer activities since the organization was founded. Originally, however, the service activities of chapter members were almost exclusively devoted to fellow Pioneers. Today the service concept of the Telephone Pioneers has been broadened to include service to the community at large as well as to Telephone Pioneer members.

Throughout the Telephone Pioneers' history, service and concern for fellow members has taken many forms; calls and visits to shut-ins, to members who are ill or have suffered a loss, or to those who are hospitalized are but a few examples. An activity of central importance to many life member clubs is that of calling shut-in members. In turn, the Telephone

Pioneers' life member contact plan involves active members regularly calling life members for the purpose of keeping the chapter informed of the members' health and welfare and offering whatever assistance can be provided.

The expansion of the service concept to include others outside the Telephone Pioneer membership had its inception in the late 1940's when individual Pioneer chapters began sponsoring service projects in the community at large. Subsequently, during the 1950's, an increasing number of chapters became involved in community activities. In 1958, in recognition of this growing interest, community service was officially adopted as an Association-wide goal. Following this formal acceptance of the program, community service became one of the primary activities of chapters throughout the country and today it is estimated that more than 1,000 different community service projects are currently being sponsored by Pioneer chapters, councils, and clubs throughout the organizational network. The extent of involvement of individual Telephone Pioneers is evidenced by the fact that during the past year over 71,000 members were involved in community service projects.

Examples of Community Service Projects

Community service undertaken by local Pioneer chapters, councils and clubs covers an enormous range of activities. A common denominator of most projects within the Telephone Pioneer service program, however, is the emphasis placed on projects which involve group effort; projects in which

Pioneers have the opportunity to work together are stressed because of the opportunity they offer for socialization and fellowship. Determination of service projects to be undertaken by any particular chapter, council or club is based primarily on local circumstances, community needs and membership interests and skills rather than national directives. Each chapter has its own community service chairman (as do councils and most clubs) responsible for directing the chapter's activities in this area. The role of the national Telephone Pioneer organization in relation to local chapter community service activities is to provide program guidelines and ideas and disseminate information on projects conducted by other chapters throughout the country.

The range of projects includes those which involve assistance to people who are:

Disadvantaged. - Pioneers tutor young children from economically and culturally deprived homes and help under-educated adults pass the high-school equivalency test. One group of volunteers has helped renovate an old house for use as a day-care center for disadvantaged children.

Sick or lonely. - Volunteers serve as friendly visitor in hospitals, deliver meals-on-wheels to shut-ins, give musical reviews in hospitals and nursing homes, and take nursing home residents for rides in the countryside.

Mentally handicapped or retarded. - Volunteers in many chapters design and construct imaginative toys and educational aids for retarded children; others serve as advisors and teach vocational skills at training centers for retarded young adults. One chapter takes a group of retarded children bowling every week.

Visually handicapped. - Pioneers have made more than 60,000 talking book records and tapes, including elementary, high-school and college texts. They have also developed corps of trained volunteers in two states to aid local agencies in screening groups of youngsters for amblyopia, an eye disorder.

Motion or speech handicapped. - Volunteers have built storage shelves and cabinets for a cerebral palsy center, assisted arthritics attending an exercise and therapy center and rebuilt obsolete switchboards to serve as aids in therapy for physically handicapped children.

Servicemen. - Pioneers have collected thousands of paperbacks for distribution by the Red Cross to servicemen at the 8th Aerial Port Terminal, through which all troops traveling to or from Vietnam pass; they also serve as hostesses at an induction center.

Many projects call upon the technical skills that Pioneers use daily on their jobs. A major example of this type of activity is the project undertaken by Pioneer men throughout the country to assist the Library of Congress by repairing talking-book machines, specially designed record players made available to blind and physicaly handicapped persons by the Library. Thousands of these machines are restored annually.

Other Pioneer projects require special training. Since 1915, for example, scores of Pioneers have learned how to transcribe braille and have duplicated hundreds of thousands of pages of textbooks and instruction manuals. For young blind children, Pioneers have created storybooks which contain not only braille symbols, but also three-dimensional illustrations for the children to "see" with their fingers - furry animals, plastic flowers, and doll-size clothes.

Chapters are encouraged to provide their membership with a balanced program of service opportunities which takes into account not only individual interests and talents but also the varying amounts of time individuals can offer. Three types of general activities are usually offered:

(1) Regular, continuing projects scheduled on a weekly or monthly basis, such as talking book machine repair, recording for the blind, hospital volunteer assisgnments, etc.

(2) Occasional or recurring projects, such as collection drives for toys, clothing, etc., envelope stuffing sessions for health campaigns, registering voters, etc.

(3) One-time projects, such as installing a fire alarm system in a school for deaf children, taking cerebral palsied

children on a deep-sea fishing party, and installing a closed-circuit television system in a hospital so that children (who are not allowed to enter patient areas) can "visit" bedridden relatives.

Community Service Activities of Life Members

Life members are involved in the full gamut of community service activities sponsored by the Telephone Pioneers. There is no one single activity with which they are uniquely identified. Although life member clubs sponsor their own community service projects, life members are encouraged to participate in projects undertaken by active members as well. This association with active members is stressed in the belief that the fellowship provided is mutually beneficial to both groups -- young and old alike.

VETERANS ADMINISTRATION VOLUNTARY SERVICE
Veterans Administration
Washington, D. C.

Peter Miller, Director, Voluntary Service Staff

The Veterans Administration Voluntary Service (VAVS) is the oldest and largest federal volunteer group;* its mission is to provide "community citizen volunteer participation in the care and treatment of veteran patients."

Brief History and Administrative Organization

It is the operating assumption of the Veterans Administration (VA) that the association of VA hospital patients with citizens of the communities in which the hospitals are located is a stimulus to the patients' early recovery and return to normal community life. For 25 years, therefore, community volunteers have been providing services to veterans in VA hospitals. On an annual basis, these volunteers provide more than 9 million hours of service in 166 hospitals and many out-patient clinics, day treatment centers, nursing home care units, and other facilities operated by the Veterans Administration.

The Veterans Administration Voluntary Service, located within the VA itself, is the instrumentality by which such association of community and patients is encouraged and stimulated. More specifically, VAVS provides for a coordinated and integrated volunteer program throughout the VA. The national VAVS staff has planning functions - among them, setting goals, offering supports to local programs, and suggesting innovations; it is not involved in the direct operation of local programs.

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* "VAVS - Biggest, Oldest Volunteer Group in USA", Aging, No. 147, January 1967: 11.

On the local level, each VA hospital has a VAVS staff with direct responsibility for operating the volunteer program (in accord with VAVS guidelines) within that hospital. Each local VAVS director is, for program purposes, a counterpart to the VAVS staff in Washington; but, on the job, he reports directly to the chief of staff of his hospital.

There is also a Staff Advisory Committee on Voluntary Service in every hospital; this committee includes representatives of services or programs within the hospital which make major use of volunteers.

VAVS requires advisory committees at both local and national levels. At the local level, there is an advisory committee for the VAVS program in each VA hospital; this committee is composed of representatives of voluntary organizations within the community which assist in the planning, coordination and operation of the program. There is no minimum or maximum membership requirement. At the national level, the advisory committee is composed of 45 national organizations which have met the membership requirements.

Recruitment, Selection, and Training

Recruitment of volunteers is accomplished primarily by the voluntary organizations represented on local VAVS advisory committees from their own membership. Volunteers are recruited to fill specific and carefully defined needs, as established by VA staff. Initial selection of volunteers is also the responsibility of the organizations on the advisory committee. Responsibility for final selection rests with the VA staff. Each prospective volunteer is interviewed by the supervisor of the hospital division or service which has the assignment for which he was recruited. The purpose of this interview is to determine if the volunteer is suitable for that particular assignment and if the assignment is, to the extent possible, in line with his interests.

Individuals who are not affiliated with an organization represented on the local VAVS advisory committee may also serve in the VAVS program, provided they are approved for assignment by the hospital's Director of Voluntary Service. Acceptance of the services of nonaffiliated volunteers is normally based on needs that cannot be (or are not being) met by the participating organizations. Physicians, dentists, and nurses are not permitted to volunteer their professional services through the VAVS program, but are welcome to serve in other roles.

Persons who agree to serve in the VAVS program on a regularly scheduled basis receive basic orientation to the hospital; the policies, functions, and objectives of its programs; the fundamental principles and methods of volunteer assistance in the hospital; and the role of the VAVS program in the care and treatment of veteran patients. Volunteers who give occasional services are given similar orientation.

Supervision of volunteers is the responsibility of the hospital service or program which uses their services; it is considered an extremely important aspect of the VAVS program. The amount of time required for supervision is planned at the time that assignments are defined.

Volunteers are required to complete at least 10 hours of service within 60 days of their basic orientation. Orientation to specific assignments and necessary on-the-job instruction are provided by supervisory staff in charge of the particular divisions or services to which the volunteers are assigned. On-the-job instruction is viewed as a continual process.

Volunteers are given VA volunteer identification cards, are authorized to wear insignia identifying the voluntary organizations with which they are affiliated, and can receive a variety of certificates or other awards in recognition of their service.

Benefits and Services for Volunteers

Volunteers who agree to serve on an approved regular schedule (and who complete the prescribed orientation and period of probation) receive a formal official letter authorizing them to serve as "regularly scheduled" volunteers in the VAVS program. These volunteers are entitled to certain benefits and services, including

- free meals if their assignments extend over a meal period
- temporary quarters within the hospital, free of charge, during emergency situations (if quarters are available)

- transportation necessary in the actual performance of their assignments, as authorized by a supervisor

- medical examinations (when determined necessary by hospital staff), free of charge, before receiving certain types of assignments

All volunteers, whether or not they are serving under letters of authorization, are considered employees and therefore eligible for compensation benefits as provided under the injury compensation laws. All volunteers who are injured in the course of their assigned duties or contract an illness as a result of their duties are authorized medical services by the Bureau of Employees' Compensation, at the Bureau's expense.

Volunteers serve without compensation (although they may be reimbursed for expenses by the organizations through which they serve).

Assignments

Older volunteers participate in a wide variety of activities, serving patients directly and indirectly. Among the services they provide are:

Companionship therapy

Personal services (reading, letter-writing, etc.)

Rehabilitation

Escort service (within the hospital)

Patient feeding

Receptionists

Group activities (social, entertainment, and educational)

Supportive services

- Dietetics
- Pharmacy
- Registration
- Library
- Laboratory

Assistance to nursing staff

Administrative services (as representatives of voluntary organizations on VAVS advisory committees)

Older volunteers also provide services to veterans discharged from the hospital - helping them locate living quarters and employment, providing them escort service, and otherwise helping their readjustment to the community.

Older Persons as Volunteers

In testimony before the Special Subcommittee on Aging of the Senate Committee on Labor and Public Welfare in 1967,* the late James H. Parke (then director of the VA's voluntary service staff) said that retired and older volunteers "have become the backbone of the VAVS program." He explained that "the retired citizen is eagerly sought for the value of his contribution ... and because he is available for service during the day when the need for volunteer assistance is greatest." In addition, he noted that many retired volunteers "have similar interests, ... and are in the same age range as many (VA) patients."

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* U. S. Congress (Senate) Committee on Labor and Public Welfare, Special Subcommittee on Aging. Older Americans Community Service Program: hearings ... on S. 276, to amend the Older Americans Act of 1965 in order to provide for an Older Americans Community Service Program. Sept. 18 and 19, 1967. Washington, D.C.: U.S. Government Printing Office 1967.

Although VAVS does not keep statistics on its volunteers by age group, it estimates that at the present time many are 60 years of age or more. Special recruitment literature has been developed expressly for older persons.

A 1960 study of volunteer participation by retired and older persons in VA hospitals* found that the hospitals saw no major limitations on the use of older volunteers (as distinct from other volunteers). A number of hospitals questioned did remark that the possibility of physical limitations should be considered in assigning older volunteers. But all the hospitals agreed that the physical limitations of each volunteer, whether older or not, should be individually weighed and that with proper orientation, counseling, and supervision, an assignment could be made to meet the abilities and physical condition of any volunteer, regardless of chronological age.

The hospitals viewed transportation as a major problem for older volunteers (see below for a more recent description of the problem and of efforts to alleviate it). But they also said that, with good transportation and knowledge of the need for their service, older volunteers are most dependable. The experience of one hospital was particularly illustrative:

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* Veterans Administration Voluntary Service, National Advisory Committee, Subcommittee on Volunteer Participation by Retired and Older Citizens. Volunteer Participation by Retired and Older Citizens. Paper presented at the annual meeting of the committee, April 18-20, 1961, Washington, D.C.

> In March of 1951, in the first 4 months after our hospital was dedicated, 94 volunteers registered for our first orientation course .... In November 1960, 10 years after the hospital dedication, 57 of the original 94 volunteers were still actively serving. Their service totaled almost 71,000 hours. Almost all of the 57 ... are retired and older citizens.

The study also found that

(1) older persons desire to be included in the volunteer program as part of the entire program, not in a separate entity for "older" volunteers, and

(2) the best recruitment technique is personal contact with a satisfied volunteer (especially if the volunteer is of a similar age, since he knows the fears and difficulties experienced by his peers and can best describe the benefits of volunteer service).

One hospital emphasized that the attitude of staff members supervising older volunteers is perhaps even more important than the assignments they receive, and said that in many cases older volunteers can receive satisfaction from a routine assignment if personal associations are pleasant. Another hospital, which had used the services of teen-age volunteers in a summer program, reported that combining its older and younger volunteers in groups had been extremely effective; the older volunteers helped supervise and guide the young people. Several hospitals reported that retired men were particularly effective volunteers.

Transportation

In his testimony to the Senate Subcommittee on Aging in 1967, James Parke commented at some length on the difficulties posed for volunteers by lack of transportation, and called it a "major problem in ... recruitment and retention .... "

> Although the problem of transportation for volunteers is receiving continuing attention by hospitals, with varying degrees of success in its alleviation, it has become acute for the elderly volunteer in recent years. Many of these volunteers have served in the program for years and are now facing common problems that accompany advancing age such as regressing health, loss of stamina and energy, and the lack of confidence to drive, especially in heavy traffic and at night. Commercial transportation in many instances is inadequate for these volunteers, especially when it requires long walks to bus stops and across town transfers. Increased costs of living and commercial transportation on fixed incomes has also added to the transportation problem for the older volunteer.
>
> Special arrangements with transportation companies for special rates for volunteers and revision of routes and schedules, provision for some parking spaces for volunteers, organized car pools including transportation in cars of employees who drive to work, and limited use of appropriated funds if and when available are some of the ways and means by which the transportation problem of volunteers is being alleviated at hospitals. Renewed efforts will have to be made because the hospitals cannot afford to lose the services of the dedicated older volunteers with their wealth of experience and know-how.

APPENDIX F

Selected Bibliography

This bibliography was prepared in hopes of serving the following purposes:

> To introduce persons experienced in the administration of volunteer community service efforts to the needs, capacities, and potentialities of the aging,
>
> To introduce persons knowledgeable about aging and experienced in working with the aged to the practical problems of volunteer administration, and
>
> To introduce both groups to the special experience of volunteer programs which have brought the talents of large numbers of older persons into the service of their communities.

The bibliography contains references to the following subject areas:

- Aging and the Aged
- Leisure and Recreation
- Volunteers and Volunteer Administration
- Older Volunteers
- Transportation
- Bibliographies
- Miscellaneous

For the purpose of reducing the amount of material reviewed to manageable proportions, we excluded from consideration all works published prior to 1960. Further, we confined our review of periodical literature almost exclusively to articles relating to older volunteers. The fact is that bibliographies published by the Department of Health, Education and Welfare and the National Council on Aging (as noted below in Bibliographies) document the periodical literature on aging and the aged with such care that it seemed pointless to repeat the exercise.

Readers will note that we have neglected many subject areas which might have been explored. Among these are community organization, the history and philosophy of volunteerism, group work practice, and a great many Congressional hearings and reports. We have omitted these on the grounds that, important as they might be to efforts to assist the aging, they are not directly related to the purposes of this report.

Most of the books and articles included in the bibliography contain extensive bibliographies of their own. These can direct readers to related works and to more detailed treatments of certain subjects - for example, to guidelines for specific types of volunteer projects.

We have included in this bibliography progress reports and/or descriptions of a number of the projects and organizations we visited in the course of our study; in some cases, we also list materials they have developed.

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APPENDIX G

"What Being a SERVE Volunteer Means to Me"

Statements of SERVE Volunteers on Staten Island
Written in Response to a Request from LKI

My life before joining SERVE had become quite hum-drum. I watched television, read the newspapers and travelled back and forth to the doctor a couple of times a month. Everything had become boring and I felt that no one needed me any more.

I happened to mention this to one of my neighbors one day, and she invited me to visit the Mariners Harbor Senior Citizens Club. This is where I was introduced to SERVE. I met many more senior citizens who had felt as I did but because of the work (volunteer) they were doing had become happy and satisfied people again.

I can't begin to describe the joy and contentment that I myself have received since joining SERVE. I feel useful and needed again. Besides all of this I have made many new friends and have gone to many places I might never had gone on my own.

I only hope that many more lonely seniors who may read this letter will run to their nearest center and "join up." They'll never regret it.

I retired four years ago as a ship fumigator at the age of 74 and for three years I did not know what to do with myself and felt very tired. One of my friends told me about Willowbrook State School. I joined as a volunteer. I worked in the repair shop twice a week repairing chairs and little go-carts and one day a week in the Children's Hospital taking one of them out for a little sunshine and they loved it very much. Now I am happy and content and feel 20 years younger.

At the time of my retirement I wondered what I could or would do with my time. So I visited the Senior Citizens Centers. After several visits, I thought it was a waste of time to just sit and talk about aches or ailments when one could utilize precious time to be of help -- not to complain.

There were things to be done. Once started there was no end for what was needed to help others, and what a satisfaction to see and know what a good feeling to be helpful to others. At the same time a relaxing way to spend several hours with people doing worthwhile things and accomplish things as well.....

SERVE has enriched my retirement with pleasure and satisfaction, to be helpful and a useful citizen.

With the help of God, I hope to continue to be of service to help others.

SERVE has provided me with a desire to give of myself, to contribute time for a cause that is to benefit others. I find it makes me happy to see others happy. At group dancing on Wednesdays, the patients enjoy having the company of an acting grandmother or mother.

Stamping the clothing in Building 61 has been something I look forward to. It is a comfortable feeling when I approach the building to find the patients actually looking for me! All my equipment is ready and waiting as they have set it up.

SERVE has given me a chance to renew acquaintances, and also a chance to make new friends.

Senior citizens who are involved doing volunteer work are probably better for it, healthier frame of mind. The days would be ever so long if we didn't have SERVE and its staff to assist us. I thank you!

I am a member of the Berry Homes Community Center. I used to attend to play bingo and have luncheons. My friends and I now work for CARE and Red Cross. We are very happy that we can be helpful to others.

As a SERVE volunteer worker at Willowbrook State School I have been working since the program started. It has meant so much to me knowing I am helping someone else as well as myself. It has made me feel I have a place in the world and doing this work has made me very happy and wanted. I look forward to going up there twice a week Monday and Thursday, and the patients are so glad to see us and so many faces look happy since volunteers have been doing this. Before, I worked in our Day Center at West Brighton ever since it opened, going on five years. Yet I would not give up SERVE for anything as long as I am able to. I think that speaks for all of our volunteer workers.

I am one of the Thursday volunteers. I belong to the South Beach Senior Center. The SERVE bus picks us up at the center every Thursday morning at 9:00 o'clock. We arrive at Willowbrook at about 9:30 a. m. to be met there by the wonderful SERVE staff.....

They always have a smile and kind word for all of us, and then we all go to the different buildings to do the work we volunteers prefer to do.

I do sewing, either at the machine or hand work. Whichever I do, I do it with love in my heart as I know that by doing so I am helping some one to be happy and this makes me happy. And the thought of being happy and useful, I think, will help to prolong my life.

After we finish this very helpful work we go to the dining room again being met by the SERVE staff, and not only do we have a delightful lunch, but the harmony and the get-together of all these wonderful volunteers that work in all different buildings, once we are there we are one big happy family glad to see each other with conversing and laughter. Then with a short meeting by one of the SERVE staff ends our happy and useful day.

The volunteers at Willowbrook were asked to tell why they are with SERVE. I think it is a privilege to come. When we were asked to come I didn't know what I was getting into. But I soon found out and it was good. Meeting nice people, knowing that you're helping someone even a little bit, and we get back more than we ever get .....

In 1961 I retired after 20 years of working in a hospital for the City of New York. I received a pension and Social Security and was able to live as well as I did before retiring. But I lived alone and was very lonesome. I was 69 years old, but would have gone back to work if I could. So I joined a Senior Citizen Center, and it was there they asked for volunteers to Willowbrook. I went on a tour and enjoyed it and then started to work in a sewing room on power machines onall new goods making new things and I loved it. It was like getting back to work. Then I went on Thursday to a room where the boys make rugs and we cut yarn for them and got things ready for them to work. I loved every minute of it.

Now I have been doing this for nearly five years as I was one of the first volunteers to go to Willowbrook. Now I go to Willowbrook a half day on Monday and to Sea View Hospital and Home one half day in the afternoon. So I do it in one day. We visit the ladies at the Home and bring them candy and cookies and they are so happy to see us. Some had no one to ever visit them before. So I feel it makes me happy to see them smile.

So I feel it is very satisfying and I am doing some good. Now I am not so lonesome, as I look forward to each week to go to Willowbrook and Sea View. So I am very thankful I became a volunteer and will keep it up as long as I am able. I am 77 years old and in good health. My two daughters get a kick out of me going out to help others, but they are all for it, as it keeps me happy. So that is why I volunteer.

At the time of the original recruitment in 1966 when my wife and I joined for volunteer service at Willowbrook State School, we had no idea what would be asked of us to do. I had just retired, we were totally strangers in the community and joined the Senior Citizens Club.

We chose a spot where our efforts would be effective and needed, here we stayed over three years. Happy in the association with members of the staff from SERVE, fellow volunteers, the supervisors and working with patients. The working patients looked upon us all as someone special who came to them. This attitude was repeated in another department when we transferred, the opportunity to change places being extended to us.

The interest and concern by the SERVE staff, makes you feel so warm and part of a team where everyone is trying to make someone else happy. It is a new and inspiring world to be in a Volunteer Group like SERVE. It makes you feel so young, wanted, useful and appreciated.

Now that I am retired this program gives me the opportunity of being of help to those who cannot help themselves, also the privilege of working with friendly, likeable people.

It's like a new lease on life. The feeling of being useful which brings that feeling of happiness and good will and no time for boredom.

Since I started going to the Willowbrook State Hospital I found that I am happier and it is a big satisfaction in knowing that somebody needs you and depends on you even if it's only for sewing buttons and fixing elastics. I know that I'm doing some good and that makes me happy for I know even if I would get paid for doing it, I wouldn't put more love and devotion into my work.

I, being over 70 years of age and still quite active, found the passing of time a burden. Surely I attended church activities and attended, as a member of the Stapleton Senior Center, the activities there, but as such was only an attending member with no purpose of attainment. Some friends made me aware of SERVE and its purposes and, consequently, I became a member.

At first I was appalled at the helplessness of our unfortunate charges, but that was soon replaced by a determination to try and assist in my modest way to help in whatever way I could. Now I eagerly await the days when my turn comes to attend and give of my services cheerfully and hope that the rising of my inner spirit, which I experience, does radiate to those poor unfortunates, and that my little bit helps them in some way. That is what SERVE means to me.

I am a senior citizen, and I live alone. Living alone is a lonesome life with plenty of time on our hands, so I look forward to Monday mornings when we meet to go with SERVE to Willowbrook Hospital to do voluntary work.

I enjoy doing this work and look forward to Monday mornings, when we meet all of our friends and have dinner together. We also enjoy going to Willowbrook on Wednesday afternoon to go dancing with the patients -- they enjoy our company.

When I, on account of illness, was forced to retire, I tried to keep myself occupied at home with reading, knitting, etc. It became quite boring at times. Most of my friends were working so I could only see them on weekends. I wasn't able to take even a part-time, paying job. Therefore I was glad to join SERVE and do some volunteer work at Willowbrook on Monday mornings.

There I have met many people of my own age and formed friendships with them. I also enjoy the luncheons with them because I don't particularly enjoy eating alone. Therefore, I am happily looking forward to Mondays and my trip to Willowbrook.

I am a senior citizen, residing in the Borough of Richmond. I enjoy immensely being a member of the Berry Houses Day Center. Every Tuesday and Thursday I meet with a group of women to do volunteer work for SERVE and the Red Cross. This work is a great satisfaction to me, not only am I helping others but it is very therapeutic for me. I have made many new friends.

I live alone in a small apartment. I have a lot of spare time on my hands and at times it's very lonesome. So volunteering has made a new life for me. I always look forward to going and meeting people like myself to talk to. At Willowbrook School we are served a lovely lunch which we all enjoy, and talk a lot. I do have a family but they are married and busy with the family so they are glad I took up with volunteer work.

First, I want to say I look forward on Mondays to go to Willowbrook, and I'm sure there are many who feel as I do. The men on the school bus that take us there and back are very nice. We have a lot of fun laughing and talking. The people at Willowbrook miss us if we should miss a Monday and they are concerned and ask us if we were sick. The few hours we are there we try to help as much as possible.

Being a volunteer worker for the Red Cross has truly been a gratifying experience. I am 76 years old and to be able to perform these services truly makes me feel like an active member of the community. When one stops to think how many people benefit from your services, it gives the Red Cross volunteer a true sense of pride and personal satisfaction.

It is a richly rewarding feeling to derive joy while working for an organization which provides aids for those who have less than I.

I have recently joined the Senior Citizen Group and have been coming to work at Willowbrook the past two months. I was forced to retire due to illness and was very depressed at home. Since I have joined this Group I feel so much better and happier knowing that I am doing a little something to help these unfortunate children. Never having children of my own I feel a warmth and glow from within contributing my time on Thursdays for a good cause.

I am a volunteer worker for SERVE. I go to Willowbrook every Thursday. My work is cutting wool and cards for the girls to make rugs and plaques. They are all so happy when we get there, it just makes our day. It is so much better than sitting at home doing nothing. I really enjoy it and feel I am helping somebody that cannot help themselves.

I have been going to Willowbrook for three years now. I go to Building 7. -- is a wonderful teacher to the boys; they are 15 to 25 years old. About 30 boys in the morning when you come in. They greet you, happy to see you. Sometimes I teach them to make pot holders or shopping bags. Some are very interested to do it; some do not care. I enjoy going there. When you see the nice rugs some of the boys can make you will be surprised what some really can do. We get all the wool ready. We keep the boys busy.

I am in my sixties and was a very lonely woman. One day I joined up with the Berry Houses Day Center and from that day on my whole life changed. I met some wonderful people my own age. We do volunteer work for SERVE and Red Cross, and enjoy it very much. What makes it more interesting is the fact that we have a wonderful leader ... I go there twice a week, Tuesday and Thursday, and get much satisfaction doing this. I wouldn't miss it for the world.

Doing our volunteering for SERVE has been and is one of the highlights of the past three years, for my husband and myself. Starting with remedial reading with children, stuffing and addressing envelopes, which was my line of work many years ago. Surprising how it all comes back. The various organizations we have helped are so "thankful." Our way of thinking is that they are helping us. We look forward to our day Tuesday with pleasure, meeting very nice people, who greet us with open arms.

I am 83 years old and have volunteered for two years to help sew at Willowbrook State School. I belong to SERVE. It gives me great satisfaction to help collect clothes and bring them every week to Willowbrook. It is also a pleasure and gives me an up-lift of spirit that God gives me the grace to do this charity. I feel that I'm getting younger, instead of older, by helping others. I wish I could do more.

I enjoyed SERVE because I'm lonely. I like to work in the sewing room and have met some very nice people. The staff has done a good job in placing us in a department we want. When I stay home I am feeling sorry for myself.

* * *

These few lines to show a feeling for an expression of kindness to the staff of SERVE Volunteer Training Institution. The manner we elderly people are treated is something we don't get from our own families.

There is no comparison in the courtesy, salutation and kindness that is given before and after every one of our daily meetings by the staff of SERVE volunteers. This kind of treatment will go a long way.

So I'm praying and hoping that we stay happy for a long time.

* * *

Very proud of myself knowing that I am helping people that need love and understanding, doing this I get very much satisfaction, more than money can give me.

I pray to God, to keep me in good health so I can continue my job.

* * *

I love to SERVE Volunteer work and also look forward to being with my friends -- around them instead of looking at walls in 1-1/2 rooms. And also I like to be busy with my fingers.

* * *

SERVE has been as helpful to me as I have been to SERVE. I like being in SERVE for it helps me to think of others. It has given me confidence in myself, and I truly thank God for giving me health and strength to be able to help.

* * *

I think the best reason is that I feel wanted and useful. Sometimes we elders are in the way of the younger ones; but on volunteer work we feel important to each other. We are proud of the little help we can still give.

* * *

I like to be among people so this gives me a great opportunity to be out. As I raised my children and now I feel I like to do something for others.

* * *

Just a line to let you know that I enjoy going to Berry Houses Senior Citizens Club twice a week and help SERVE.

It gives me a lift and I know I have some place to go twice a week.

Hoping that this will continue for a long time.

* * *

I think joining SERVE is the best thing I've done in a long time. I have 3 daughters. As each one got married, I felt an emptyness. With my husband gone there was nothing to do. Now SERVE has made me feel like a very much needed person. I feel 10 years younger knowing I am wanted and needed again. I serve as a volunteer gladly. Thank you.

* * *

Why I go to Willowbrook is because I was too lonely at home. At Willowbrook I meet people and feel useful.

* * *

I am very sorry I can not go to Willowbrook for a good while as my doctor told me not to go. If I don't take it very easy I will land back in the hospital. You don't know how I miss you all and I cannot hear on the phone. God be with you both till we meet again.

* * *

APPENDIX H

Legislation Authorizing RSVP Program

(Excerpt from "AN ACT To amend the Older Americans Act of 1965, and for other purposes," P.L. 91-69, 91st Congr., H.R. 11235, September 17, 1969.)

TITLE VI - NATIONAL OLDER AMERICANS VOLUNTEER PROGRAM

Part A - Retired Senior Volunteer Program

Grants and Contracts for Volunteer Service Projects

Sec. 601. (a) In order to help retired persons to avail themselves of opportunities for voluntary service in their community, the Secretary is authorized to make grants to State agencies (established or designated pursuant to section 303(a)(1) or grants to or contracts with other public and nonprofit private agencies and organizations to pay part or all of the costs for the development or operation, or both, of volunteer service programs under this section, if he determines in accordance with such regulations as he may prescribe that -

(1) volunteers shall not be compensated for other than transportation, meals, and other out-of-pocket expenses incident to their services;

(2) only individuals aged sixty or over will provide services in the program (except for administrative purposes), and such services will be performed in the community where such individuals reside or in nearby

communities either (a) on publicly owned and operated facilities or projects, or (b) on local projects sponsored by private nonprofit organizations (other than political parties), other than projects involving the construction, operation, or maintenance of so much of any facility used or to be used for sectarian instruction or as a place for religious worship;

(3) the program will not result in the displacement of employed workers or impair existing contracts for services;

(4) the program includes such short-term training as may be necessary to make the most effective use of the skills and talents of those individuals who are participating, and provides for the payment of the reasonable expenses of trainees;

(5) the program is being established and will be carried out with the advice of persons competent in the field of service being staffed, and of persons with interest in and knowledge of the needs of older persons; and

(6) the program is coordinated with other related Federal and State programs.

(b) Payments under this part pursuant to a grant or contract may be made (after necessary adjustment, in the case of grants, on account of previously made overpayments or underpayments) in advance or by way of reimbursement, in such installments and on such conditions, as the Secretary may determine.

(c) The Secretary shall not award any grant or contract under this part for a project in any State to any agency or organization unless, if such State has a State agency established or designated pursuant to section 303(a)(1), such agency is the recipient of the award or such agency has had not less than sixty days in which to review the project application and make recommendations thereon.

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U.S. GOVERNMENT PRINTING OFFICE: 1971-443-061/358